DOCUMENT RESUME

ED 387 769 CG 026 584

AUTHOR	Mellor, Andrew
TITLE	Which Way Now? A Progress Report on Action against Bullying in Scottish Schools. Research Report Series.
INSTITUTION	Scottish Council for Research in Education, Edinburgh.
REPORT NO	ISBN-1-86003-009-2; SCRE-Pub-No-128; SCRE-RR-63
PUB DATE	Jun 95
NOTE	89p.
AVAILABLE FROM	SCRE, 15 St. John Street, Edinburgh EH8 8JR, Scotland, United Kingdom.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Delinquency; *Delinquency Prevention; Discipline Policy; *Educational Policy; Elementary Secondary Education; Foreign Countries; Law Enforcement; Policy Formation; *School Community Relationship; Violence; *Youth Problems; Youth Programs
IDENTIFIERS	*Bullying; *Scotland

ABSTRACT

Five years have elapsed since bullying started to be seriously addressed in Scottish schools. In that time, central government has funded materials and the appointment of a national anti-bullying development officer to assist local authorities and schools in developing effective strategies. Within a national framework, local authority initiatives and schools have adopted diverse approaches. This report documents the progress made across the country, bringing together local and national initiatives. The information contained in the report has been drawn from a number of sources: questionnaires sent in September 1994 to education authorities, and to teacher training institutions; documents prepared by education authorities; schools and individuals; and data collected by the Scottish Council for Research in Education (SCRE) during the course of its anti-bullying development work, and by the Anti-Bullying Development Officer. The focus is on policy, training, and support from within the educational system. Central government, local government, school and teacher education institutions have all worked to raise awareness of the problems of bullying and to put in place ways of dealing with it. This report will enable those striving to create an anti-bullying culture in schools to draw on experience of others. It sets out to inform the debate as to how to embed anti-bullying strategies securely into the fabric of the educational system. Chapters are: Sharing the Past--and the Future?; Summary; Understanding the Anti-Bullying Process; The Role of the SOED (Scottish Office Education Department); Nationwide Themes and Strategies; A Tour of Local Authority Action; Input from the Teacher Education Institutions; Anti-Bullying and the Independent Sector; and Future Action. Appendixes describing anti-bullying programs, resources, and actions account for about one-fifth of the document. Contains 62 references. (JBJ)

The Scottish Council for Research in Education

ED 387 769

Which Way Now?

A Progress Report on Action Against Bullying in Scottish Schools

Andrew Mellor

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A Progress Report on

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The Scottish Council for Research in Education

SCRE Publication No 128

SCRE Research Report No 63

ISBN 1 86003 009 2

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Published June 1995

The views expressed are those of the author and are not necessarily those of the Scottish Office Education Department or the Scottish Council for Research in Education.

Printed and bound for the Scottish Council for Research in Education, 15 St John Street, Edinburgh EH8 8JR by GNP Booth, Glasgow

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ACKNOWLEDGEMENTS

Grateful thanks are due to those authorities, institutions and individuals who have provided the information used in the preparation of this report. The timescale for the completion of questionnaires by education authorities and teacher education institutions was very short. It is to the great credit of the individuals who took part in the survey that so much information has been collected. Where, because of a lack of time, information about a particular development was incomplete this has been augmented by material collected by the Anti-bullying Development Officer.

Particular thanks must go to those individuals whose personal commitment to this issue has ensured that action against bullying is now accepted as a legitimate item on the agenda of Scottish schools. It would be invidious to single anyone out as having played a particular part in this process. Suffice it to say that pupils, parents, teachers, civil servants, local authority officials, school board members, psychologists, police officers, politicians and journalists, have all played a part in helping to create a climate of concern about bullying in schools.

Scottish Council for Research in Education

The members of staff of the Scottish Council for Research in Education have had a much wider role than the title of the organisation suggests. As well as carrying out research into bullying they have contributed ideas, provided talks and training to a variety of audiences and have produced materials which have gained world-wide acclaim. They have dealt with an avalanche of enquiries of all types including desperate calls for help from parents and children. SCRE provided a base for the Scottish Schools Anti-Bullying Initiative which leaned heavily on the experience and enthusiasm of the administrative and support staff, as well as the researchers. My sincere thanks to them all.

Scottish Office Education Department

The SOED has provided the official support and funding which has allowed Scottish schools to play a leading role in the development of anti-bullying strategies. Behind the official face of the SOED a relatively small number of individuals have been responsible for the decision to provide this support and funding. I am grateful for their support, their friendly advice, and for the trust they have placed in a classroom teacher.

Andrew Mellor
1 May 1995

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SHARING THE PAST – AND THE FUTURE?

Five years have elapsed since bullying first started to be seriously addressed in Scottish schools. This report takes stock of the progress that has been made in the development of strategies against bullying. The information contained in the report has been drawn from a number of sources: questionnaires sent in September 1994 to education authorities, and to teacher training institutions; documents prepared by education authorities, schools and individuals; and data collected by the Scottish Council for Research in Education (SCRE) during the course of its anti-bullying development work, and by the Anti-bullying Development Officer, who was based at SCRE. For ease of reference a summary is provided at the beginning of the report. The bulk of this report was written in November 1994. The pace of development is such that new initiatives may have been launched by the time it is published.

It is hoped that the contents of this report will help to facilitate a discussion about what has been achieved and what still needs to be done. Some specific questions which might be addressed are given below:

- How effective has Scottish action against bullying been up to now?
- What themes or issues have been linked to action against bullying?
- Is it possible to identify and commend strategies and materials which schools have found to be of particular use?
- Is there a continuing need to develop new strategies and materials or are the existing ones sufficient to meet present and likely future needs?
- What are the training needs of local authorities and schools, both before and after the re-organisation of local government in 1996?
- What part should the SOED, local authorities and teacher education institutions play in meeting these and other needs?

These and other questions were discussed at a seminar hosted by the Scottish Office Education Department (SOED) on 1st March 1995. A brief report on this is included as Appendix 1.

WHICH WAY NOW ?

Action against bullying in Scotland thus far may have been diverse but it has had a clear direction. This report provides the evidence that central government, local government, schools and teacher education institutions have all worked to raise awareness of the problems of bullying and to put in place ways of dealing with it. The SOED has provided schools with material to assist them in developing policies, and a great many have done this. While for the future the impact of local government re-organisation is as yet unclear, education authorities have taken the issue forward to varying degrees. The teacher education institutions also have a role to play.

What is important is that action against bullying in Scotland does not stop but is constantly revisited, monitored, evaluated and revised. Much work has already been done but anti-bullying must not be allowed to become yesterday's issue. By encouraging reflection on the diverse experiences at all levels documented in the pages which follow, it is to be hoped that this report will contribute to taking the action forward.

INVITATION

TO THE LAIR...

THE SUNDAY POST / November 27, 1994

Andrew's taking the fight to school bullies

Scheme to combat problem of bullying in schools

By Alan Hutchison

...that the parent doesn't ... the problem ... teachers said ... there was a ... failure when ...

SCOTTISH SCHOOLS ANTI-BULLYING INITIATIVE

SCOTS PACKAGE TACKLE

PRACTICAL advice for schools and families on how to tackle bullying is contained in a comprehensive ...formation

Lord James Douglas-Hamilton MP, who said: "Bullying can take different forms. It can leave children hurt, distressed and frightened. Only by openly acknowledging the problems caused by bullying and by seeking to ...ve the whole school community ...chers and non-

Action also b... 15 St... EH8 8J...

Prices are... £18.00 B... Against A... add £2.5...

WHAT makes a child a bully?

A child may be sucked into a situation where bullying is giving out and a part of a tradition. It's a fact that anyone can become a bully. There seems to be something

The Honest Tr...

THE PROBLEM of bullying is no joke ... parents with children of school ... and every...

Fife votes for new policy on bul...

THAT'S LIFE!

Region sets up anti-bully helpline for school pupils

THE first anti-bullying helpline in Britain was launched yesterday. A freephone line for children being bullied or anyone involved in bullying began for pupils in Tayside.

Tayside Regional Council has teamed up with ChildLine ...Scotland to launch the scen...

bullied at some time in their schooling.

Ms Anne Houston, director of ChildLine Scotland, would like to look at the possibility of the anti-bullying line spreading across Scotland. She reported that the organisation had counselled more than 14,000 Scottish children and

of help.

"Together we will offer distressed children a range of possible supports and options to help resolve the bullying."

A phone line for adults also came into service yesterday which will enable parents, guardians, and carers to contact the anti-bullying team in

...idee ...ties ...the ...aflet ...ncil ...ther

schools, includi... tion of an anti-... which has toure... ing to staff about... Schools in the ... quired to produc... ment a written ... policy.

The freephone ... 010 380 — is open ... 9pm Monday to Fri... or times a record... will give the calle... the service and also ... ChildLine ser...

Teachers in Fife will have to... used to another new initiative ne... session as the region steps up its efforts to stamp out bullying, with training fo... secondar... expecte... in pla...

I'M OUT TO STOP THE SCHOOL BULLIES

By MIKE RITCHIE

A FULL-TIME troubleshooter has been appointed to tackle classroom bullies in Scotland.

The man in the front line declared yesterday: "I am convinced that bullying is a problem in every school in the country."

Andrew Mellor's post is the first of its kind in Britain and follows a three-year Record campaign against the bully brigade terrorising school playgrounds and classrooms.

He said: "My first task will be to persuade schools to own up to the problem.

And it will... a full...

Video urges the victims to spea... up about bull...

By BARCLAY McBAIN
Education Correspondent

THE Scottish Office has launched a new video in an attempt to curb bul... at school.

...gn aims to ...piracy

dent television com... panies, shows three in... stances of bullying and... challenges victims to ... something about it.

It suggests talkin... an adult they can ... and asking a teac... a copy of the L... Bullying leaf...

Dow... wit... th... bull...

2

SUMMARY

3: Understanding the process

- The process of the development of action against bullying in Scotland has five overlapping components: the creation of policy, research, the production of materials and resources, training and support, the embedding of strategies into the system. (p7)

4: The role of the SOED

- The SOED has commissioned research and support materials; distributed to all schools support materials for use by teachers, non-teaching staff, families and pupils; and sponsored a national anti-bullying development officer for two years. (p8)
- The SOED recommends, encourages and supports the development of anti-bullying policies. (p9)

5: The community context

- Bullying can continue into adulthood, in both the workplace and the home. (p10)
- There is evidence that elements of the community are starting to accept their responsibility to challenge the abuse of power: including the academic community, the police, parents groups, the churches, teacher organisations, youth organisations, further education institutions, pre-school groups, the prison service, charities and the medical profession. (p10–11)

6: Nationwide themes and strategies

- All education authorities have implicitly supported the advice contained within the material produced or distributed by the SOED and SCRE. Many of them have gone further and issued their own explicit guidance to schools. (p12 & Appendix 5)
- Bullying is inextricably linked to many other issues. (p13)
- Although some authorities have collected information about the development of policy the picture is far from complete. (p13 & Appendix 5a)
- At least seven different items relating to bullying have been distributed to Scottish schools. (p14–15)
- Many classroom resources being used by schools to deal with bullying are related to other issues such as child protection, discipline or personal and social development. (p16)
- Drama productions have often acted as a catalyst for further anti-bullying work in schools but where they have not been properly followed up by teachers their effect has not lasted. (p17)
- The large number of calls to helplines from children who want to talk about bullying seems to indicate that these lines are providing a service which the callers are not finding in their schools. The aim must be to make such lines redundant where bullying is concerned. (p20–21)

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- Distressed parents sometimes have difficulty finding the right person to contact about a child who is being bullied. (p21)
- Information about the extent to which anti-bullying strategies have become embedded within the educational system is incomplete and subjective. (p21–22)
- There are indications that more secondary than primary schools have started to develop policies. (p22)
- Most training has been provided within individual local authorities by multi-disciplinary teams which have included teachers, psychologists, development officers, advisers, social workers and community education officers. (p18)
- Much of the training to date has been aimed at awareness-raising. The provision of detailed training about particular strategies has only just begun. (p19 & Appendix 5b)

7: *A tour of local authority action*

- **Borders Region** encourages schools to develop policies and has provided training in strategies. Lack of funding is a barrier to further training. (p25)
- **Central Region** has initiated research into bullying and exclusion with a view to integrating these issues into a general pupil welfare policy, based on a family and children's rights charter approach. (p26)
- **Dumfries & Galloway** takes the view that anti-bullying should be part of an overall policy on discipline. (p27)
- **Fife's** *Making Our Schools Safer* policy instructs schools to develop strategies to improve social behaviour and combat bullying. Two-day training courses have been run centrally for teachers. (p27)
- **Grampian** required schools to have a written policy on bullying by October 1994 and has provided a variety of training and materials in support of this. (p29)
- **Highland** has instructed schools to develop anti-bullying policies using the material in the SCRE packs. (p32)
- **Lothian** first advised its schools to develop anti-bullying policies in 1990. An updated paper was passed by the education committee in November 1994. A variety of training has been made available to schools. The authority has developed its approach to bullying in the context of a variety of other policies including its family charter, youth strategy, child protection etc. (p33)
- **Orkney** covered bullying within a general policy for school ethos but is now assessing future training needs which are likely to include bullying and sex education. (p35)
- **Shetland** has asked schools to develop policies and is now discussing whether to develop an authority policy on bullying in the context of a review of existing discipline guidelines in schools. The authority purchased copies of the SCRE Anti-Bullying Families booklet and distributed it to the parents of pupils. (p36)
- **Strathclyde** has developed a training pack for schools which builds on previous packs aimed at improving discipline and parental partnerships. The pack, *Promoting Positive Relationships – Bullyproofing our School*, is being distributed to all schools through a programme of in-service training which must be attended by at least one teacher from each school. (p37 & Appendix 6)
- **Tayside** has instructed all its schools to develop anti-bullying policies; appointed a team of three full-time professionals to support this process; initiated development of the

Swedish 'Shared Concern' method in a Scottish context; established two bullying helplines - one for pupils and one for parents; and co-hosted a national one-day conference. (p38)

- **Western Isles** Council intends to incorporate anti-bullying on a priority list of training requirements for staff. (p41)

8: Input from the teacher education institutions

- All of the institutions report some coverage of anti-bullying strategies in some of their courses. (p43 & Appendix 7)
- All of them acknowledge a need to review this input. (p43–47)
- Finding time to include anti-bullying strategies within already crowded courses has sometimes proved difficult. (p47)
- Many of the institutions had difficulty in completing a questionnaire about their anti-bullying work. (p47)
- Large numbers of student teachers have completed assignments or research about bullying. (p47)

9: Anti-bullying and the independent sector

- There is no evidence that children who attend independent schools are any more or less likely to be involved in bullying than those who attend state schools. (p49)
- Challenges for independent schools include the lack of a support network; the problems of schools dealing with pupils with social, emotional, and behavioural difficulties; the presence of boarders; the existence of single-sex schools; the lack of formal guidance/PSE provision in many schools. (p49)
- Forty-one of the 63 schools which are members of the Scottish Council for Independent Schools (SCIS) have sent representatives to anti-bullying training days organised by SCIS. (p49)

10: Future action

- Awareness-raising has been successful but anti-bullying strategies need further development. (p51)
- Progress has been based on the ideas of partnership and consensus. This should continue. (p51)
- Suggestions from local authorities for national government action included the provision of specific grant support for the issue, the provision of information about resources, the issue of further guidelines, and the continuation of its current support. (p53)
- Local authorities might ensure that schools include the issue of bullying explicitly in development plans and could intervene if a school does not have a policy. (p53)
- Local authorities might issue a statement giving clear guidelines – this would enable schools to tackle the issue without fear of being singled out. (p54 & Appendix 8)
- Deadlines/dates, issued by local authorities, by which a school must develop a policy can interfere with a school's development planning process and could provoke rebellion or tokenism. However, they do ensure that the development process is at least initiated in all schools. (p54)

- Those schools which have not yet started to develop policies may well be those which are most in need of training and support from outside. (p55)
- Taking action against bullying can help a school to evaluate the effectiveness of related policies such as child protection, parental partnership, guidance etc. (p56)
- Developing an anti-bullying policy effectively could take years rather than months. Given all the other pressures on them, schools will find it difficult to devote sufficient time to this. (p56)
- Authorities could hire support or training services from each other. This could help smaller authorities (which are the most likely to be doing the hiring) but could create problems for larger authorities which will have to cover for staff who are providing training elsewhere. (p55)
- Information technology could be used to provide schools with up-to-date information about strategies and materials. (p56)
- The future may lie in the development of a more holistic approach to protecting children from bullying and abuse of all kinds. This will involve an examination of the rights and relationships of all members of a school community, both child and adult. (p57)

Abbreviations used in this report

ABDO	Anti-Bullying Development Officer
INSET	In-service training
MOSS	Making our schools safer
PAT	Planned activity time
PSD	Personal and social development
PSE	Personal and social education
SCIS	Scottish Council for Independent Schools
SCRE	Scottish Council for Research in Education
SEBD	Social, emotional and behavioural difficulties
SEN	Special educational needs
SOED	Scottish Office Education Department
SSABI	Scottish Schools Anti-Bullying Initiative
TACADE	Teachers' Advisory Council on Alcohol and Drug Education

3

UNDERSTANDING THE ANTI-BULLYING PROCESS

To a large extent the action which has been taken against bullying is part of an organic process which has grown from the seed of a concern planted by a few individuals. However, that seed would have died long ago if the problem was so small as to provide insufficient ground on which the concern could grow. In fact, there were many such seeds. All around the country anti-bullying initiatives have sprung up and evolved distinctive forms suited to their own environments and conditions. But all of them are closely related and are dependent on each other for the fresh ideas and insights which allow them to flourish.

In order to make sense of this evolutionary process, it helps to dissect it into its component parts which are:

1 the creation of policy which is dependent upon, and which also helps to foster, a climate of concern

2 research, which has helped to establish the nature and scale of the problem and to point to possible solutions

3 the production of materials and resources which can be used in schools to aid the process of developing strategies against bullying

4 the provision of training and support to teachers and other professionals

5 the embedding of anti-bullying strategies into the fabric of the Scottish educational system – and society.

These five components exist, and should continue to exist, simultaneously, but it is the final one which presents the greatest challenge. It is the end product of the process. It is the aim to which we may aspire but doubt that we may ever fully achieve.

The cause of this apparent pessimism lies in the complexity of the issue. Bullying is not a disease like smallpox which can be eradicated by treating the existing victims and by vaccinating all potential victims. It is part of a system of complex social interactions, each of which is unique and each of which presents new challenges. Even the most successful Scandinavian programmes against bullying only claim to have reduced its incidence by 50%. This sets a target for Scottish schools. They must introduce preventative measures designed to make bullying less likely while at the same time continuing to improve their response to those episodes of bullying which will inevitably continue to happen. Given our present state of knowledge, bullying in school can neither be completely prevented nor reliably cured, but it can be significantly reduced.

However, there is a real danger that schools which are successful in reducing, if not eliminating, bullying will be tempted to turn their attention to other more pressing issues. No doubt this will eventually happen, but before it does we must ensure that the pro-active strategies needed to prevent bullying, and the re-active strategies which are needed to deal with continuing incidents, are firmly and irrevocably in place.

4

THE ROLE OF THE SOED

The focus on bullying in Scotland's schools sharpened in 1993 with the appointment of the UK's first Anti-Bullying Development Officer as back-up to the anti-bullying materials already issued to schools. However the roots of this activity lay further back.

RESEARCH AND DEVELOPMENT

The Scottish Office Education Department (SOED) has been concerned with all aspects of the process of the development of anti-bullying action, but its starting point was the commissioning, in 1988, of the first officially sponsored research project into bullying anywhere in the UK. This research project was inspired by a Scandinavian example. The report of its findings (*Spotlight 23 – Bullying in Scottish Secondary Schools* by Andrew Mellor, SCRE 1990) was distributed widely. It contained a recommendation that each school should develop its own anti-bullying policy and made a few suggestions as to how this process might be started.

Shortly after the distribution of this paper, the head of the Research and Intelligence Unit at the SOED wrote to all Scottish directors of education asking them what response they proposed to make to the publication of the paper. After considering the responses from education authorities to this letter, the SOED commissioned the Scottish Council for Research in Education to develop a pack which could be used by schools in the development of anti-bullying policies (*Action Against Bullying* by Margaret Johnstone, Pamela Munn and Lynne Edwards). This pack was distributed to all Scottish schools and subsequently to schools in England, Wales, Northern Ireland and elsewhere. Its commercial success allowed SCRE to produce a second pack (*Supporting Schools Against Bullying*, 1993). Again the SOED financed the distribution of copies to all Scottish schools.

NATIONAL ANTI-BULLYING DEVELOPMENT OFFICER

In June 1992, a few months after the publication of the first SCRE pack, the new head of the SOED's Research and Intelligence Unit wrote to all directors of education and principals of colleges of education to enquire about the reaction to and use of the pack. A letter was also sent to the Scottish Council for Independent Schools enquiring about reaction in the independent sector. At about the same time, the authors of the 1990 research report and the first SCRE pack began to receive requests from schools and other institutions for talks, training and support. After considering the responses to the publication of the SCRE pack, and the requests it had generated, the SOED decided that there was a need for a back-up to the materials which had been distributed to schools. Late in 1992 a decision was taken to appoint the UK's first Anti-Bullying Development Officer. He was based at SCRE from April 1993. The secondment ended in March 1995. During that period the Scottish Schools Anti-Bullying Initiative (SSABI) worked with local authorities and individual schools to develop anti-bullying strategies. The national development officer and other staff based at SCRE answered hundreds of written and telephone enquiries from all over the world. These included straight-forward requests for information from teachers, administrators, academics and students, but many also came from individual parents and pupils. Although SSABI did not aim to deal with individual problems a

decision was taken never to deny help if it was available. Some callers were extremely distressed, even suicidal, and such calls could last for some considerable time.

The volume of enquiries put a particularly heavy load on SCRE secretarial and administrative staff when the development officer was involved in field work or training. During the period of the initiative he spoke or provided training all over Scotland, speaking to teachers, pupils and parents from hundreds of schools. Links were also established with anti-bullying initiatives elsewhere in the UK and overseas.

Numerous articles, papers, leaflets and reports were produced by the SSABI. The initiative's information leaflet is reproduced as Appendix 2.

MATERIALS FOR PUPILS, PARENTS AND SCHOOL BOARDS

The involvement of pupils, parents and school boards in the development of policy is needed if a concern about bullying is truly to become embedded in our schools. The SOED has encouraged such involvement by publishing and distributing materials aimed at specific audiences. In August 1994 SOED issued multiple copies of a leaflet entitled *Let's Stop Bullying* to all schools, with extra supplies being available on request. The leaflet was aimed directly at pupils and so complements the support packs previously issued to schools by the Department. The leaflet was publicised by a public information film which the Department issued at the same time to the television companies in Scotland.

As part of a series of *Focus* training papers for school boards, SOED also commissioned the production of a *Focus on Bullying* and issued it to all schools in November. The *Focus* paper advised school boards as to what they could do to support the development of school policy and summarised some of the information contained in the support packs previously issued. It asked school boards to remember that 'acknowledging that bullying exists does not reflect badly on your school – it is a necessary and positive first step'.

Speaking at the press conference to publicise the leaflet for pupils, Lord James Douglas-Hamilton, the Minister for Education at the Scottish Office, said that schools should take a positive approach to this issue and that he wanted each school to have a clear policy to which staff, pupils and parents were committed. The widely differing history, traditions and conditions in schools across the country, and the responsibility vested in education authorities to ensure the quality of provision, make this non-prescriptive approach an imperative. The SOED recommends, encourages and supports the development of anti-bullying policies in education authorities – it does not instruct. But at the same time there is a need to provide a central means of collecting and exchanging information about developments and of reviewing the progress that has been made. That is the main purpose of this document. Any future role which the SOED might fulfil will depend upon the perceived need for further co-ordination, research, support and training.

To complete the range of materials issued for specific audiences, the SOED have prepared a further 'Let's Stop Bullying' leaflet, this time for families. Education authorities, teacher training institutions and bodies such as the Scottish Parent Teacher Council, the Scottish School Board Association, and the Scottish Council for Independent Schools were consulted on the text and method of distribution. The leaflet is planned for issue at the beginning of the 1995–96 session.

5

THE COMMUNITY CONTEXT

Bullying does not start, or stop, at the school gates. It happens in playgrounds, in classrooms, in nurseries, in youth clubs and it happens on the way to or from school. Children may start to bully as soon as they are capable of crawling from their cots and of inflicting damage on each other. It can continue into adulthood, both in the workplace and the home.

In Scotland, officially supported action against bullying has focused on schools but many other parts of the community have also helped to raise awareness. An Irish researcher and teacher, Dr Brendan Byrne, advocates a community approach: 'Bullying is an abuse of power whether in the home, school or workplace. It is the responsibility of each individual and each community to stand up against it. Bullying weakens the very foundation of a civilised society.' (Byrne 1994). The variety of groups and individuals contacting the Scottish anti-bullying development officer is evidence of the fact that elements of the community are indeed starting to accept their responsibility to challenge the abuse of power wherever it happens. The following examples are presented in no particular order other than that in which they came to mind. The list is inevitably incomplete.

The academic community – In the Scandinavian countries the campaign against bullying has largely been led by academics. In Scotland the universities and colleges have played a less prominent role but this has been compensated for by the involvement of the Scottish Council for Research in Education. SCRE has been supporting anti-bullying research, producing materials and providing consultancy services since 1988. More recently the teacher education institutions have started to become involved in research (see chapter 8). In 1994 the national development officer addressed the Glasgow Colloquium of the Department of Education at Glasgow University.

The media – There have been some attempts to sensationalise incidents of bullying in the press but these relatively isolated incidents should not be allowed to obscure the important contribution the media have made to awareness-raising. Both tabloid and broadsheet newspapers, as well as magazines, television and wireless have played a part in this. Some of the best pieces have been prepared by journalists who themselves suffered bullying at school, which underlines the personal commitment behind much community action.

Police – The police have been increasingly called on to deal with the aftermath of bullying. This has involved some serious incidents within schools, or incidents which were considered to be outside a school's jurisdiction. The police have sought to co-operate with schools where responsibility is unclear, such as on the journey to or from school or where children from more than one school are involved. The community involvement branches of a number of police forces have also taken a more pro-active role. Examples include an officer from Tayside who has produced materials for use in schools and youth clubs, and the important role played by Lothian Police in the development of the Scottish CCC *Speak Up* pack.

Parents groups – National bodies such as the Scottish Parent Teacher Council and the Scottish School Board Association have been very supportive of schools which have developed anti-

bullying policies. Both have included the topic in conferences and have produced articles or advice leaflets. Many school boards and parent associations across the country have organised meetings and workshops. Others have helped to implement school policy by activities such as playground improvement or voluntary supervision. One or two attempts have also been made to launch single-interest groups, notably the Highland Anti-Bullying Project in the Inverness/ Invergordon area.

The churches – Support for anti-bullying action has come from most denominations. Collective support came from the Forum on Scottish Education which was addressed by the national development officer. He also spoke to the Education Committee of Glasgow Presbytery of the Church of Scotland. The Episcopalian Bishop of St Andrews was prompted by the publication of the SCRE pack to make bullying his topic for 'Thought for the Day' on Radio Scotland.

Teacher organisations – The Educational Institute of Scotland and other teacher organisations have supported action against bullying in schools. The EIS has published two articles on this subject in its newspaper, *The Scottish Educational Journal*.

Youth organisations – A variety of youth organisations including youth clubs, the Scouts and the Boys' Brigade have been involved in the development of anti-bullying guidelines or strategies.

The workplace – Well publicised allegations of bullying in a Scottish council and in other adult environments have raised awareness about the abuse of power by adults against other adults. This also reminds us that bullying in schools is not always perpetrated by children.

Further education – Lecturers from one college of further education approached the national development officer because of a concern about bullying among students. The guidelines which schools have used in the development of their policies are equally applicable to FE.

Pre-school – A number of groups concerned with pre-school education and care have requested advice from the national development officer.

Prison service – Bullying is a well established fact of prison life. The Home Office has issued guidelines on the development of anti-bullying policies to prisons in England and Wales but these do not apply to Scottish prisons. However, the national development officer has visited two Scottish Young Offender Institutions because of staff concerns about bullying. There are real worries that the intensity of bullying in a prison environment can cause mental health problems, suicide or (in open establishments) absconsions.

Charities – A number of charities have been active in this field. The Royal Scottish Society for the Prevention of Cruelty to Children distributed an excellent little book entitled *The Huge Bag of Worries* to all Primary 6 and 7 pupils in 1994. Childline has been very active through its national children's helpline, its short term dedicated anti-bullying line, its partnership with Tayside Region and through the provision of training to adults and children.

Medical profession – School nurses in Lothian have included this topic on the agenda of their annual conference. An article appeared in the *British Medical Journal* in April 1995 written by two hospital doctors who have had to deal with physical injuries caused by bullying. They called for more co-operation between the medical and educational professions on this issue.

6

NATIONWIDE THEMES AND STRATEGIES

By and large, the process of developing strategies against bullying within local authorities mirrors that which has taken place in a national context. In some cases differences in terminology serve to exaggerate differences in elements of this process. For example, research has been an important factor nationally in informing policy and practice. At a local authority or school level, the process of monitoring and evaluating performs the same function, but is not usually described as 'research'.

This schematic analysis of developments within education authorities is included in an attempt to identify common themes which have been adopted across the country. There is little or no argument about the need to develop and adopt anti-bullying strategies but there are significant variations in the structures and the policy contexts within which these strategies have been promoted.

The search for common themes will take place within the framework of a process which has five components:

- Policy - including instructions and advice issued to schools by education authorities
- Monitoring and evaluation initiated, carried out or supported by authorities
- Materials and resources developed with authority support and/or issued to schools by authorities
- Support and training provided to schools by authorities
- Embedding - significant local developments which provide evidence that a concern about bullying is becoming embedded in the ethos of schools.

POLICY

Given that there is unanimous agreement that effective action against bullying depends upon individual schools developing their own policies, with the involvement of the whole school community and tailored to suit local traditions and conditions, it is possible to categorise the various ways in which education authorities have sought to encourage this:

- by distributing packs or materials produced centrally (notably the two SCRE packs) and endorsing the advice contained within them
- by developing a discrete authority policy on bullying which advises or instructs schools to develop their own policies
- by explicitly incorporating a statement on bullying into a wider authority policy paper.

1 Endorsement of national advice

All Scottish authorities have implicitly supported the advice in the SOED funded SCRE packs by helping to distribute them to their schools. But some have gone further than that. As early as 1990 Lothian issued copies of SCRE *Spotlight 23* to schools, together with a recommendation that head teachers should involve parents, staff and pupils in the development of school anti-bullying policies. Highland, Shetland and Tayside all issued similar instructions to schools

along with the first SCRE pack. Highland Region told its head teachers to take action on the basis of the recommendations in the pack and 'to ensure that they adopt policies and strategies on bullying'. Tayside's statement to schools went even further in that it indicated a timescale within which the process of policy development should take place, ie 'within forward planning for the school session 1992-93'.

2 Discrete policies

By late 1994 four of Scotland's twelve education authorities have policy statements or position papers on bullying which have been approved by elected members of their councils. Being the largest authorities they are, between them, responsible for the bulk of the country's schools. They are:

Lothian	April 1990, updated November 1994
Tayside	April 1992
Grampian	January 1994
Strathclyde	August 1994

3 Wider policies

Only one authority – Fife – has thus far adopted a policy which explicitly places bullying within a wider framework. In fact Fife's policy paper, *Making Our Schools Safer*, is in all its essentials very similar to those adopted by the four authorities above. The philosophy which underpins all of these papers, including Fife's, is the promotion of positive relationships and the protection of young people from aggression by their peers. All stress the links that exist with other policies and issues. Opinions about precisely which issues anti-bullying should be linked with, or subsumed within, differ, but all of the following have been suggested:

- Attendance
- Behaviour control and support
- Child protection
- Children's rights
- Discipline
- Equal opportunities
- Ethos
- Guidance
- Harassment
- Health education
- Multicultural and anti-racism education
- Personal and social education
- Partnership with parents
- Promoting positive relationships
- Pupil welfare
- Safer schools
- Values education
- Youth strategy

MONITORING AND EVALUATION

The sponsoring and conduct of educational research is not a prime function of education authorities. However, they do have a duty to ensure the quality of educational provision and it is with this in mind that a number of them have conducted investigatory exercises into anti-bullying strategies which have helped to inform their own response and the response that they wish their schools to make. Activities which could be described as monitoring and evaluation include:

- mapping exercises, aimed at tracing the development of policy in schools and assessing their training needs – this has happened in Highland and Tayside, is underway in Grampian, and is planned in Fife

- evaluation exercises designed to measure the success of initiatives and packages – eg Fife's evaluation of its *Making Our Schools Safer* (MOSS) training course; Strathclyde's extensive survey of pupils carried out during the piloting of its *Promoting Positive Relationships* package; Tayside's (draft) reports on its bullying helplines and the 'Shared Concern' pilot project
- monitoring of the development of anti-bullying policies as part of the normal process of the monitoring of school development plans – seven authorities said that they do this but only three were prepared or able to make an estimate of the proportion of their schools which had written policies in place.

MATERIALS AND RESOURCES

This part of the chapter describes those anti-bullying materials which have been distributed to all Scottish schools, mentions materials produced or sponsored by education authorities, and lists other materials which have been found by the education authorities to be useful. The comments quoted here were made in response to the questionnaire sent to education authorities and from responses to a letter from SOED to directors of education in June 1992 enquiring about the reaction to and use of the first SCRE anti-bullying pack.

Some authorities has sponsored touring drama productions. These can be a valuable resource if they help to raise awareness of bullying and inspire a process of change. Information about these is incomplete but is included as an indication of the range of resources which have been used.

Materials distributed to all schools

A variety of anti-bullying materials has been distributed by the SOED and others to schools throughout Scotland. These are:

1990 *Spotlight 23 – Bullying in Scottish Secondary Schools*, (SCRE). The report of an SOED sponsored research project. Distribution funded by the SOED.

1991 *Bullying* – a package which was distributed to all schools in the UK. It was jointly sponsored by the Calouste Gulbenkian Foundation and BT.

The package contained three documents. *Bullying: A Positive Response* by Delwyn Tattum and Graham Herbert (South Glamorgan Institute of Higher Education, 1990); *Bullying – The Child's View* by Jean La Fontaine (Calouste Gulbenkian Foundation, 1991); *Governors and Bullying* – an information sheet offering advice to school governors (Advisory Centre for Education, 1991).

1992 *Action Against Bullying*, the first SCRE anti-bullying pack, which was sponsored and distributed by the SOED.

1993 *Supporting Schools Against Bullying*, the second SCRE anti-bullying pack, which was distributed by the SOED.

1994 *Bullying* – A list distributed by the Albany Book Company of Glasgow which contains brief descriptions of a large number of fiction and non-fiction titles which might be of interest to teachers who are looking for both background reading and classroom materials.

1994 *Let's Stop Bullying – Advice for Young People* - A free leaflet published and distributed by the SOED.

1994 *Focus on Bullying* – A fact sheet for School Boards published and distributed by the SOED.

A systematic study of the effect that these documents have had at school level is still to take place. Both the SCRE *Spotlight* and the SCRE packs prompted local authority education committees to discuss bullying and to give instructions to schools. It is possible to find many examples of schools which are making good use of some or all of the materials. Unfortunately it is also still possible to find schools where the majority of staff, parents and pupils are unaware of their existence. Which of these categories is the larger remains to be determined.

Some local authorities have provided comments on what they see as the strengths and weaknesses of the SCRE packs:

- Practical, user-friendly and providing a useful framework. (*Borders*)
- Contain much practical guidance. Take the issue seriously and encourage teachers to do likewise. (*Central*)
- The strength of the SCRE packs lies in the focus they give to the particular issue of bullying and to the importance of the whole-school context. (*Dumfries & Galloway*)
- Very useful as an orientation to the general area – user friendly. (*Fife*)
- Very helpful in raising awareness of the issue, with ample practical ideas for both policy and practice. The scenarios are especially helpful. One problem is that there is a tendency to use materials in ways which are less challenging than they might be. This is not a criticism of the material but of the limited extent to which it is sometimes possible to help people re-examine their ideas and practice. (*Grampian*)
- Strengths – layout and clarity, simple process, good scenarios and case studies. Weakness – perhaps a blow-by-blow account would have helped. (*Lothian*)
- Generally positive, comprehensive and accessible. Teachers want instant solutions but these are not a reality; however, some more explicit examples of addressing specific situations would always go down well. (*Orkney*)
- Strength of both packs is that they provide a good framework for action and advice. Weakness is that they don't provide a comprehensive approach to experiential learning which is required if schools are to undertake effective action. (*Strathclyde*)
- Generally the packs are useful and practical providing good material for schools. The pack for families is too expensive perhaps for wide distribution. One copy is held by schools and may not be seen by many households. We don't like the title 'How to fight it' of the parents' booklet. (*Tayside*)

Materials produced or sponsored by education authorities

Most local authorities have concentrated on the provision of training and support to schools but one, Strathclyde, has built its response to this issue on a training package produced within the Region – *Promoting Positive Relationships (Bullyproofing Our School)*. Four others (Central, Fife, Shetland and Tayside) have indicated that they are aware of the pack, and three of them say that their employees have helped to pilot materials in it. Even before it has been published, it seems to have had an inspirational effect in a number of localities. This pack, together with others, was more fully described in the previous chapter but it may be useful to

list chronologically all the anti-bullying training materials published to date by, or with the support of, authorities:

1991	*Speak Up* – first published by Lothian Region. Re-published by the Scottish CCC in 1992.
1992 April	*Support material for school-based in-service* – Tayside Region.
1994 January	*A Which Guide to Dealing with Bullying* – Fife Region.
1994 January	*Anti-Bullying Information Pack* – Grampian Region.
1994 August	*Bully No More* – developed: Lothian, published: St Andrew's College.
1994 September	*Promoting Positive Relationships (Bullyproofing Our School)* – Strathclyde Regional Council. Not yet available outside Strathclyde.
1994 September	*Surveying Pupil Attitudes towards Bullying* – Grampian Region.
1994 November	*Bully No More – The Pupil Pack* – developed in Lothian Region, published by St Andrew's College.

Other materials found to be useful

A wide variety of documents, packs and audio-visual resources was cited by the authorities as having been found to be useful in the training of teaching and non-teaching staff. The range of materials in use has been exemplified by Lothian which has provided an extensive list of resources used in anti-bullying INSET sessions in the Region.

Anti-Bullying and Related Materials in use in Lothian Schools for Staff Development

Primary Schools

5-14 Guidelines – Personal and Social Development
Lothian Children's Family Charter
Feeling Yes, Feeling No (Child Protection Course)
Health For Life
SHAPE
Kidscape
Skills For the Primary School Child (TACADE)
Self Esteem
Turn Your School Round (Circle Time pack)
Action On Discipline In The Primary School
Peel Pentland Assertive Behaviour Leaflet
Bat Pack
Six Step (based on the Rochester Social Problem Solving [SPS] Programme)
Assertive Discipline

Secondary Schools

Skills for Adolescence (TACADE)
Hands on Bullying (Video – Tony Jewers Productions)
Kidscape
Lothian Children's Family Charter
Feeling Yes, Feeling No (Child Protection Course)
Stamp Out Bullying (Lame Duck)
Overcoming Bullying (Chalkface)

It should be noted that the great majority of these materials do not deal solely, or even mainly, with bullying. For example, *Turn Your School Round* describes the circle time technique, which was developed from the idea of quality circles as used in industry. The package makes very little mention of bullying, but the skills and values it promotes – self-esteem, positive behaviour, respect for others' feelings, assertiveness, working in groups – are central to all anti-bullying strategies.

Other materials which have been found by various local authorities to be useful include:

- *The No-Blame Approach* (Lame Duck Publishing)
- *A Positive Approach to Bullying and Discipline* – The Tameside Behaviour Policy
- *Sticks and Stones* – a video produced by Strathclyde police.

- *Positive Approaches to Bullying* by Eve Brock. This is described as 'a workshop for professionals involved with children/young people from nursery to further education'. Tayside's anti-bullying team considers the pack's content to be excellent.
- The Community Involvement Branch of Tayside Police has produced a number of photographic scenarios which can be used to explore the issue of peer-pressure (or bullying) which is brought to bear on young people to encourage the misuse of drugs.

Drama productions

Drama productions have been used as an awareness-raising exercise in a number of areas. Most of these have been greatly enjoyed by the children who have seen them and in many schools they have provided a catalyst for further discussion and action. However, where they have not been properly followed up by teachers their effect has not lasted. The following list includes all those productions which have come to the attention of the national development officer:

- The Lothian Education Department **Theatre in Education** team toured schools in Lothian in 1993 with a programme entitled *Bully for You* for P7 and S1 pupils. Only schools which had already started to develop anti-bullying strategies were included in the itinerary. A teaching pack was produced which contained follow-up ideas and material collected from a variety of sources.
- Mention should also be made of the musical drama which toured schools in Edinburgh in 1990 and which is featured in the Scottish CCC *Speak Up* pack.
- **FAB in the Arts** (FAB stands for Fight Against Bullying) – This theatre group toured primary schools in Strathclyde in 1993 giving music, movement and drama workshops to upper primary pupils. There were a series of follow-up worksheets prepared for pupils.
- **Borderline Theatre, Ayr** – *Boxing Clever*, a play using masks, toured 30 primary schools in Ayr Division of Strathclyde in March 1993. A large information pack including the script and ideas for classwork was produced.
- **Borderline Theatre, Ayr** – The company commissioned a 50-minute play for four actors which toured a number of primary schools as far apart as Islay and Glasgow, early in 1994. The play *Chronic Bully Bear in School Dinner World* was aimed at dispelling the myths surrounding bullying.
- **Impact Arts** – (formerly Other Side Productions) is a 'Community Arts partnership' set up by graduates of the Community Arts Course at Strathclyde University. They have devised a 'bully package' (no further details supplied) which has been performed 'throughout primary schools in Strathclyde'. Impact Arts say that they have also 'carried out the package in Tayside working with the anti-bullying team'.
- In 1994 Tayside Regional Council sponsored a production called *Rites* by the **Dundee Dance Rep Company**. This was created through workshops and discussions with young people from schools in Tayside and with assistance from the Tayside Anti-Bullying Team. The production used the medium of dance to express the thoughts and concerns of young people on the issue of bullying.

SUPPORT AND TRAINING

This section examines the support and training provided to schools by education authorities. As well as those services provided for teachers and ancillary staff, support and training for pupils and parents provided centrally by local authorities are also considered.

Because of the geographical size of the country and the large number of schools it contains, the provision of support and training to schools which are trying to develop policies against a 'new' issue such as bullying is bound to be problematical. Virtually nothing had been written about it in Scotland, outside the world of fiction, until the publication of the SCRE *Spotlight* in 1990. Research into the incidence and pattern of the problem here began only six years ago and most of the strategies which can be adopted against it are new and insufficiently tested in a Scottish context. For these reasons there are no anti-bullying experts. Those of us who have taken an interest in the subject can do no more than pass on information about the latest strategies, together with a warning that they may need to be modified within a short time. Which brings us to the question of who provides the training and support to schools?

Who provides the training?

The small band of people who have been providing anti-bullying training could be described as an eclectic group of enthusiasts, or as a multi-disciplinary team of professionals, each member of which has brought a wealth of experience and a different perspective to the exercise.

The local authorities have supplied lists of their own employees who have provided anti-bullying training (see Appendix 3). They include: teachers, social workers, psychologists, community education officers, advisers and development officers. Some people, of course, fit into more than one category. For example Tayside's three development officers have backgrounds in teaching, social work and community education. They work closely with psychologists who also have teaching experience. Most local authorities have used such multi-disciplinary teams. Strathclyde's Education Development Service uses advisers, development officers, teachers, educational psychologists and others, including specialists in the teaching and care of children under five. However, some local authorities have designated the psychological service as the lead agency, prompting questions about the practicability and acceptability of choosing one group of professionals rather than another to fulfil this training and support role. These questions are considered in chapter 10, 'Future Action'.

There is little evidence of training being provided by private trainers or consultants (as sometimes happens in England and Wales) in the state sector of the Scottish educational system but some local authorities have brought in outside trainers. These trainers include:

- the anti-bullying development officer, who was based at SCRE and whose activities have been financed by the SOED.
- TACADE, which is based in England and which has provided training to accompany its *Skills for the Primary School Child* and *Skills for Adolescence* packages.
- Employees of other local authorities whose services have been bought in – the main (and only?) such provider of anti-bullying training has been Strathclyde Region.

Only one education authority, Lothian, mentioned a teacher education institution, St. Andrew's College, as having provided training to its employees.

Who provides support and consultancy?

Most education authorities provide support and consultancy services to individual schools through the advisory or the psychological services. This is true, for example, in Tayside but schools there also have access to the Region's anti-bullying team which works within the Education Support Service. During the period of his secondment, all Scottish schools have been able to consult the national anti-bullying development officer. He has answered enquiries from schools in all parts of Scotland, either in person, by telephone or by letter.

What sort of training is needed?

The main types of training which are needed are:

- awareness-raising sessions which allow people to explore their own attitudes and experiences and which encourage the development of a climate of concern about bullying (whole-school)
- detailed training in anti-bullying strategies (targeted)
- information-giving sessions which allow staff, pupils or parents the opportunity to learn about a school's anti-bullying policy and to comment on it (whole-school).

These different types of training tend to merge into each other but there is, or should be, a progressive element to the training. Awareness-raising is needed if people are to feel motivated enough to participate in the development of a whole school policy. There then needs to be time to reflect before the process of planning and implementing a policy can begin. Teachers, typically, are interested in practicable solutions to a difficult problem and want mainly to hear about strategies. There is no reason why this should not happen at an awareness-raising training session but the detailed training and planning needed before a new strategy, such as peer support or shared concern, is introduced can only take place once a process of discussion and consultation has identified which strategy is most suited to the needs, traditions and conditions of the school.

The detailed training which follows can be targeted at specific groups, for example a peer support scheme demands training for the young people taking part, and for the teachers who are given the remit of supervising the scheme. This needs to be followed by some procedure by which the whole school community can be informed and allowed to comment on the developing policy. To some extent this describes an ideal situation. The reality is that some schools have skipped a stage, training a few members of staff in a particular technique without first taking the time to develop a whole-school commitment to the development of an anti-bullying policy. While this does not make the introduction of such a strategy impossible it certainly makes it more difficult.

Another reality is that the majority of training which has taken place so far is of the first type, awareness-raising. It is difficult to be categorical about this. A successful awareness-raising session will have the effect of altering people's attitudes towards bullying and thereby improving their response. As a bare minimum all such sessions should aim to get people talking more openly about bullying, and openness is an important reduction strategy. Having said that, it is clear that the task of providing detailed training in particular strategies has only just begun.

The development of good training programmes is dependent to a large extent on the feedback from various pilot projects now taking place. For example, schools in Central, Grampian, Strathclyde and possibly elsewhere have recently introduced peer support schemes. These have mostly been informed by materials from England or Australia but there is a lack of support for the crucially important task of training the young people involved. Childline (Scotland) has provided training in counselling techniques for young people in one Strathclyde school. If the pilot schemes are successful, many more schools will have to consider how such training can be delivered.

Organisation and delivery of training

Ideally, training should take place within individual schools. If bullying needs a whole-school policy then the successful development and implementation of this policy will involve some

training for everyone in the school. Bussing whole staffs to a central location within a local authority is impractical. The model that has been generally adopted thus far is that schools have been given materials which can be used for in-house training and development work. As a back-up to this they have been offered access to national or local trainers. Strathclyde have slightly modified this model in that the supply of the Region's new pack to schools is conditional on at least one member of staff attending an INSET day.

The whole-school, awareness-raising and information-giving sessions discussed above clearly need to be provided within schools. However, detailed training in strategies has been provided by local authorities in a number of ways. Examples include:

- INSET days such as those for guidance teachers in Grampian. Each secondary school in the Region now has at least two guidance teachers who have been able to discuss with their colleagues the particular role that they might play in the policy development process in their own schools. While this took six days to cover all the schools in this medium-sized local authority, Shetland was able to complete the task in one day.
- The twilight sessions provided for interested teachers in Lothian Region. Some teachers attended all six sessions but others chose to attend only those which were of immediate relevance, for example *anti-bullying resources* or *working with parents*.
- The full-day training in the 'Shared Concern' method provided for small groups of professionals in Tayside Region by the psychological service and the anti-bullying team (see page 41). This allows the participants to practise the techniques involved in a way that would not be possible in a large group.

Support for pupils and parents

The need to provide support for individual pupils is widely acknowledged and many of the strategies being tried out are designed to do exactly that. Most of them operate within individual schools (for example a 'buddy' system at Merksworth High School in Strathclyde) but one Region, Tayside, has provided, in partnership with Childline, a telephone helpline for children involved in bullying. Pupils in other parts of Scotland do, of course, have access to the normal Childline services but these are greatly oversubscribed and many callers cannot get through to a counsellor.

The large number of calls received on both the Tayside number and the general Childline number from children who are being bullied in Scottish schools would seem to indicate that these lines are providing a service which the callers consider their schools are not yet providing. Ultimately, the aim must be to make such lines redundant in this context by ensuring that children who are being bullied find the support they need within their own schools.

Parents have been involved in action against bullying in a number of ways. A few, mostly school board and parents' association members, have helped to initiate the development of policy. Meetings and workshops for parents have used many of the materials and involved many of the trainers who have been working with school staffs. Support for such activities has been fairly well provided and continues to be developed. For example, the new Strathclyde pack contains workshop material especially designed for parents. However, the number and nature of the telephone calls from concerned parents to the national development officer would seem to indicate that it is not always easy to find the right person to contact about a child who is being bullied.

Authorities provide support to worried parents in a variety of ways: Tayside has a dedicated telephone line for parents who are concerned about bullying; Lothian has an official who deals

with any parental concerns; other authorities refer parents to advisers, psychologists or members of the directorate.

Parents who look for help outside their child's school may have a complaint about the way a particular incident has been handled or may simply need advice about how to contact someone who can help them, or who can suggest what they can reasonably ask the school to do. Such parents are frequently distressed and under as much stress as their children. They need immediate access to someone who will listen to their worries and give sensitive advice. Because of the pressures which schools and local authorities work under, such a person is not always immediately available.

EMBEDDING

Of all the evidence presented in this report, that which describes the extent to which a concern about bullying and strategies for reducing it have become embedded in the fabric of the Scottish educational system is likely to be the most incomplete and subjective. There are a number of reasons for this including:

- The difficulty of choosing a valid methodology to measure embedding. Counting the number of schools with a written policy in place can give some indication of the extent to which the problem is being tackled. But it must be remembered that the existence of a written policy is no guarantee that a school is practising anything more than tokenism.
- The information provided in the local authority questionnaires varied in quality and quantity according to the knowledge and preferences of the person(s) completing the form – in some cases details of important developments were overlooked by local authorities. Where information was available from other sources, this has been included.
- The sheer size of Scotland, and the large number of schools it contains, makes it impossible for a survey of this type to be comprehensive.
- Even where local authorities have systematically collected and provided evidence about the development of policy and the provision of INSET in individual schools, it is very difficult for them to gauge the extent to which schools have taken action to implement policy. All they were asked to do was to give an estimate of the proportion of schools which had done this. It is possible that these estimates were optimistic.

For these reasons it is possible here only to make a few observations and to report on examples of local initiatives which are considered to be noteworthy. First the observations:

- Five out of twelve local authorities, which between them are responsible for providing education to 84% of the population, have been sufficiently concerned about bullying for their education committees to spend time discussing policy papers and providing instructions or advice to schools. Strathclyde Education Committee chose to watch the 17 minute video which accompanies their new pack.
- Some local authorities have spent considerable sums on anti-bullying materials and personnel. Strathclyde will spend £35,000 on publishing and introducing their new pack. Tayside has spent a six figure sum on its initiative, while the purchase by Shetland of 2500 copies of the guidance booklet for families published by SCRE represents a proportionately large outlay for this very small local authority.
- Five local authorities have produced or sponsored training materials and eight have training programmes underway.
- Seven local authorities have more training planned and a further three have future plans under consideration.

- All those authorities which have made an estimate of the proportion of schools which have developed anti-bullying policies report that the process is more advanced in the secondary school sector than in the primary school sector.

- Lothian Region cites the inclusion of anti-bullying policies in development plans and school handbooks, the demand for in-service training and the number of individual queries and telephone calls as evidence that a concern about bullying is becoming embedded in the system. Orkney describes a similar increase in interest following a visit by the national development officer. At a recent seminar on peer education, bullying figured high in the areas identified by staff for development and a local radio programme has been devoted to the issue.

- Against the previous observation must be set the fact that two local authorities, Western Isles and Dumfries and Galloway, say that there is no evidence that a concern about bullying is becoming embedded in the system. Dumfries & Galloway say that monitoring of school development plans has produced no evidence that many schools see this as a priority area. Having said that, the list below does contain examples of good practice at a school level in this Region.

Examples of current practice

Examples of significant local developments can be found all over the country. Many schools have tried to involve as many people as possible, pupils and parents as well as staff, in the development of policy. Some schools have undertaken questionnaire surveys in order to inform and inspire their own response to this issue. Others have carried out literature reviews as part of a process of deciding the most appropriate resources to purchase. A few have pioneered the introduction of new strategies in what could be described as action research. In the majority of cases, the findings of such studies have not been disseminated beyond the school community where they have taken place which, given the newness of this issue, is a pity.

In a list such as this it is inevitable that important and significant initiatives will be overlooked. Sincere apologies are offered to all those schools which come into that category. All that this list is meant to represent is a few examples of what are considered by the education authorities or the national development officer to illustrate the range, ingenuity and geographical spread of local initiatives:

- Aberhill Primary School (Fife) – integrated and systematic embedding of anti-bullying policy within school policies relating to ethos, discipline and personal and social development curriculum.

- Baltasound Junior High School (Shetland) – policy into practice – teachers trained, good involvement of school board and wider community.

- Castlemilk (Strathclyde) – community partnership, creation of a 'bully free zone'.

- Dalbeattie Primary School (Dumfries & Galloway) – traditional games in the playground introduced after a survey revealed parental concern about boredom and bullying.

- Dumbarton Academy (Strathclyde) – peer counselling scheme.

- Dumfries Academy (Dumfries & Galloway) – policy into practice, awareness raising for all staff, open meeting for parents organised by the school board.

- Eyemouth High School (Borders) – administration of a questionnaire survey and computer analysis of the results.

- Ferguslie Secondary (Strathclyde) – bully helpline.

- The Frances Wright Pre-school Centre (Tayside) – use of conflict resolution techniques.
- Gilmerton Primary and neighbouring schools, Edinburgh (Lothian) – joint police/school initiative, musical roadshow, video, training pack.
- Glenwood High School (Fife) – bullying survey and whole-school initiative.
- Grampian Region – joint seminar for educational psychologists, clinical psychologists, child psychiatrists and social workers in June 1994.
- Harris Academy (Tayside) – S6 peer support project for first year pupils in a split-site secondary school.
- Hillhead High School (Strathclyde) – English department anti-bullying strategy.
- Inverness Academy (Highland) – use of SCRE packs to develop policy, staff working party, questionnaire, PTA involvement, full day INSET for all staff, five parents' meetings held, support group for S1/S2 pupils, anti-bullying policy part of school development plan.
- Lhanbryde Primary School (Grampian) – involvement of parents in policy making process, whole school training, teacher freed from classroom for development work.
- Lochaber High School (Highland) – the school hosted a successful, one-day, multi-disciplinary conference on bullying in June 1994 which was addressed by representatives from a number of schools, the Region's Guidance Development Officer and the National Anti-Bullying Development Officer.
- Mackie Academy (Grampian) – use of drama and role play, questionnaire survey, results presented to open meeting for parents.
- Mearns Academy (Grampian) – whole-hearted commitment to first level guidance system, tutor and promoted guidance teacher timetabled for each PSE lesson, open meeting for parents, questionnaire survey.
- Merksworth High School (Strathclyde) – buddy system.
- Orkney – multi-agency meeting involving social services and education department to consider funding and action on a number of items, including bullying, in schools, halls of residence and other education/social work establishments.
- Peebles High School (Borders) – anti-bullying campaign involving the school board, parents and pupils.
- St Andrew's High School (Fife) – development of classroom/groupwork materials drawing on SOED materials for use with S1 classes as part of a four week initial block.
- St David's High School, Dalkeith (Lothian) – training by youth strategy social worker, case study video and training pack published by St Andrew's College.
- St Ninian's Primary School (Tayside) – school aims centre on community and responsibility, campaign slogan 'peace to work and peace to play', buddy scheme, senior pupils involved in supervisory duties, weekly social skills group, newsletters.
- Stornoway Primary School (Western Isles) – awareness-raising INSET for all staff.
- Tayside Region – multi-agency training by the Anti-Bullying Team to youth clubs, the police, family centres etc.
- Thornton Primary School (Fife) – participative, investigative methodology aiming to enhance playground experience.
- Thurso High School (Highland) – anti-bullying committee formed 1992, prompted by publication of SCRE pack, pupils involved, whole-school INSET, psychological service involvement.

- Wallace Hall Primary School (Dumfries & Galloway) – policy statement on bullying being incorporated into wider policy on discipline, whole staff training and open meeting for parents.

The fact that there are too many to list more than a few representative examples is evidence that a degree of concern about bullying does now exist in local authorities and schools. But it is possible that this concern is fragile and insubstantial. If so it might be blown away by a blast of hot air created by another issue which may even now be brewing up somewhere over the horizon. But given the foundations built by the people responsible for the initiatives described, and those merely alluded to, this seems unlikely to happen.

7

A TOUR OF LOCAL AUTHORITY ACTION

Some local authorities have developed high-profile anti-bullying initiatives which have attracted much media attention. Others have concentrated on tackling the issue through existing or new programmes which combine bullying with other issues such as discipline, ethos or school safety. A few authorities have yet to address the issue fully but in virtually all of these it is possible to point to significant local developments in individual schools.

The information in this section of the report has been provided by the local authorities themselves, supplemented by information collected by the anti-bullying development officer. The previous chapter contains a thematic summary of developments across the country but as well as analysing developments in that way it may also be useful to undertake a whistle-stop tour of the authorities, with the aim of highlighting the different approaches and systems which have been adopted. The route follows the logic of the alphabet rather than the rules of geography. Unless otherwise stated, quotations are taken from the questionnaires which were completed by each education authority.

BORDERS

Borders Region has no specific policy statement on bullying but does encourage schools to include the process of developing anti-bullying policies within their development plans. The Region's attitude to the process of anti-bullying policy development in schools is summed up by the following statement:

'This authority does not impose policies on schools but supports them in the development of their own. This is happening.'

Monitoring by the Advisory Service has enabled the Region to estimate that 20% of the 76 primary schools and 50% of the nine secondary schools have written policies in place. Schools developing their own policies are advised and supported by the Guidance Adviser and the psychological service.

Six primary and two secondary schools have devoted half of an INSET day to anti-bullying. Forty primary and nine secondary schools have devoted at least one PAT (planned activity time) session to the topic.

Anti-bullying training has been provided by the Region's own advisers and psychologists, and by the national development officer. Bullying is one of the elements which is included within training about positive behaviour approaches and PSD. All primary head teachers and some other teachers have had TACADE training in the *Skills for the Primary School Child* course, which the Region describes as 'a global personal and social development (PSD) programme in which issues such as bullying abuse etc are addressed in a non-threatening context'.

Secondary guidance teachers have had training in *Skills for Adolescence* and in anti-bullying strategies.

Anti-bullying courses in Borders Region

Course (provider)	*Number/length of course*	*Schools represented on course*	*Teachers trained*
Anti-bullying strategies (ABDO)	1 X 1 day	9 secondary	20
Skills for adolescence* (TACADE)	?	9 secondary	?
Skills for the primary school child* (TACADE)	4 X 2 days	70	125

**Bullying is only one element in the course*

The authority has no plans at present for future training – 'funding arrangements do not allow for this to happen'.

CENTRAL

In October 1993 a draft policy statement was prepared by a seconded head teacher for the Region's education department with the advice of the national development officer. To date (November 1994) this remains in draft form and has not been approved by the Education Committee.

However, in October 1994 a short study and research programme was initiated under the umbrella of the Council's Youth Strategy. The study linked the two issues of bullying and exclusion and was to be carried out by seconded employees. A briefing paper outlined the rationale of the project:

> These two issues also relate to the issues of attendance and discipline and form part of wider concerns about pupil welfare in general. They cannot be examined in isolation from a consideration of values and ethos within individual schools and relationships with their local communities. Although for the purpose of carrying out this study they have been treated separately, they should be integrated into a general pupil welfare policy, based on a family and children's rights/charter approach.

It should be noted that the word exclusion as used in the study referred to the disciplinary sanction of excluding children from school, rather than the form of bullying sometimes referred to as exclusion or 'sending-to-Coventry'.

The part of the study concerned with exclusion aimed to review the exclusion system, to identify alternatives to exclusion, and to recommend changes to policy, procedures and systems. The part of the study related to anti-bullying aimed to:

- collate information on the systems and measures taken to prevent, identify and deal with bullying in the Region's schools
- identify the incidence of racial intolerance and the extent to which bullying and racism are linked
- identify good practice and local initiatives
- develop a Regional anti-bullying policy and implementation strategy which would be included in the Education Service Plan, with targets for implementation at school level in 1995/96
- consider how bullying and exclusion relate to the requirements for recording/dealing with truancy and school refusal in the Region.

The study was to take full account of other work carried out by the Council on harassment, racial attacks, and violence against women and children. A report was to be completed by 8 December 1994. The authority planned to develop its training plans once the report is completed. The importance of other kinds of research is also acknowledged by the authority: 'Small-scale action research by groups of practising teachers should be encouraged'. In relation to this it should be noted that a group of teachers from Central Region won the SCRE Practitioner Prize in 1994 for their study of racism in a mainly white area (see 'No Problem Here' in SCRE *Newsletter No 55*, Autumn 1994 and *SCRE Spotlight* No 54 (May 1995) which has the same title). Some of this group are also involved in the Region's new study.

DUMFRIES AND GALLOWAY

The authority takes the view that anti-bullying should be part of an overall policy on discipline but has not identified the issue as a key area for development. There is no specific mention of bullying in any written advice, although the Region has issued the SCRE and SOED materials to all its schools and has included anti-bullying in a set of issues appropriate for inclusion within the school development planning procedures which would be supported by the local authority.

New guidelines on health education are being issued to schools. Personal relationships feature strongly within these guidelines, with approaches to bullying being part of this. The Education Department has also set up a group to review behaviour management policies. Advice issued to schools by the group will have a bearing on anti-bullying strategies.

The Region's Education Department, in conjunction with Craigie Campus of the University of Strathclyde and with SOED part funding, has produced a self-study package on child abuse containing five units and totalling eight hours of study. Schools have been informed that this will be a priority issue over the next three years. All members of staff will be expected to undertake a study of these materials which are aimed at the development of attitudes and skills which will help staff to recognise and handle incidents of abuse, including abuse inflicted on young people by fellow pupils.

The Region offered one half-day introductory course in anti-bullying strategies in its in-service menu in 1993/94. Approximately 15, mostly guidance, teachers attended. This was led by the national anti-bullying development officer. A second course in the autumn of 1994 was cancelled due to a lack of uptake from schools.

Support to schools which are developing their own strategies is provided through school advisers and the Region's psychological service.

The Region is drawing up a 'specification' for the delivery of education within schools. Included within this will be the requirement for a discipline policy which takes account of the need for an anti-bullying strategy. It is intended that future monitoring of schools will be against this set of requirements.

FIFE

In August 1993 Fife's Education Committee approved a paper entitled *Making Our Schools Safer* (MOSS) which was aimed at preventing bullying and improving social relationships. The paper said:

> ...schools should develop a written policy, in the context of the school development plan, by June 1995. This policy should build upon the school's existing policies for personal and social development and should include as a minimum core –

- a working strategy to improve social behaviour and combat bullying
- methods for monitoring, evaluating and reporting on the effectiveness of the strategy

The strategy should relate to school ethos development and should be integrated with the school's curriculum of personal and social development. The responsibility for managing the strategy should be located with a named senior member of staff.

The Region also has a draft equal opportunities policy, dated May 1994, which is mainly aimed at issues concerned with race, disability and gender. However, the paper does recognise that other factors can lead to inequality and that 'focusing at this stage on these three major areas is seen as the most effective way of achieving significant change as well as helping to create a climate in which all types of inequality are regarded as unacceptable'. The document also states that the education authority will implement procedures to confront harassment in any form.

The Region's instruction that schools should develop a written MOSS policy in the context of school development plans by June 1995 will be monitored in two ways:

- by school development plan advisers
- by school psychologists who will consult head teachers in relation to school developments.

The Region organised three two-day courses in 1994 and 1995 entitled 'Making Our Schools Safer'. These were aimed at teachers who had been nominated by their schools to co-ordinate the development of policy and practice in relation to MOSS. The courses were described as:

> 'part of an initiative designed to assist headteachers prevent bullying and improve social relationships. The training will aim to equip school representatives with practical skills and materials, which can be used within their own schools in a flexible way to reflect the needs and characteristics of each school and its community.'

The course was planned by the psychological service. Seven psychologists, four teachers and one adviser provided talks or led workshops. Participants' evaluation of the course shows that it was well received. A recall conference is planned for those participants 'who have gone on to develop specific initiatives and will be prepared to report on them'. In addition, the course is again being offered to schools in January 1995.

Making our schools safer – a two-day course

	Primary	*Secondary*	*Nursery*	*Special*
Number of schools represented on 1994 courses	63	15	2	2
Applicant schools for 1995 course	35	5		
Number of teachers trained by January 1995	98	20	2	3

In 1993 the Region commissioned two MSc educational psychology trainees to carry out a literature review with the aim of producing *A Which Guide to Dealing with Bullying* which was issued to all participants in its 'Making Our Schools Safer' training course. This document describes some of the main anti-bullying training packs; briefly describes the Common Concern Method and the No Blame Approach; reproduces the very useful Albany Book

Company list and provides useful addresses. The psychological service is planning 'a resource network for schools' which will share information about developments, ideas, projects and materials.

A survey aimed at determining the number of schools which have developed anti-bullying policies and initiatives is now underway.

GRAMPIAN

The Education Committee of Grampian Regional Council adopted a policy on bullying on 18 January 1994. The next day the director of education wrote to head teachers enclosing a copy of the policy along with an information pack. He said that 'schools are required to have a written statement about their policy and practice on bullying. It is for schools to determine the precise content of such statements.' He went on to give guidance as to the general areas which should be covered. A controversial part of this letter was a request to schools to complete their bullying statement 'by October 1994 with a view to reviewing Regional policy in December 1994'. While some schools undoubtedly viewed the proposed time-scale as being unrealistic, the setting of a deadline has acted as a spur to the development of written policies.

The *Anti-Bullying Information Pack* issued to all schools in January 1994 along with the Regional policy paper contained:

- a list of resource books for pupils
- a list of teaching and tutorial materials
- a list of resource books for teachers
- a list of resource packs and videos
- *Kidscape* worksheets
- an article, *Community Effort*, from *Education* 17.12.93
- an article from *Our View* Pupil Newsletter, Northfield Academy, Easter 1993.

The monitoring of the degree to which schools have complied with the Region's instruction to complete their bullying statements by October 1994 is being carried out as 'a routine element in the area management cycle of development planning'. Details of the number of schools with a written policy were being collated in November 1994.

Surveying pupils' attitudes to bullying

The Region's anti-bullying policy paper instructed schools to include 'a description of arrangements to monitor the incidence of bullying, for example annual audit, surveys, staff-pupils forums'. It was also suggested that schools should consider 'carrying out an in-school survey of attitudes towards bullying in particular, and personal relationships in general'. Pilot schemes were to be carried out by the Region to evaluate this and other proposals.

In January 1994 the Education Committee asked the Director of Education to commission a 'Region-wide sample survey to establish the current prevalence of behaviour perceived as bullying by children of different ages'. A pilot survey was carried out by the Region's psychological service and was completed in August 1994. Although the sample size was small (108 P7 and S1 pupils from four schools), the report, which was presented to the Special Educational Needs (SEN) Sub-Committee in August 1994, was detailed and thought-provoking. Positive outcomes of this survey include:

- reports in the local media which have helped to publicise the Region's anti-bullying policy

- confirmation that the pattern of bullying in Grampian schools is very similar to that found by researchers elsewhere
- the production of a package of materials *Surveying Pupil Attitudes towards Bullying*, which has been made available to schools
- the raising of a number of issues which provide a focus for discussion within the Region's schools.

The Region states that, as well as helping schools to carry out their own research, it is intended that the package, *Surveying Pupil Attitudes towards Bullying*, should give them the opportunity to supply the results of their surveys to the psychological service, 'for incorporation into a centrally-administered database which would permit research to formulate a Region-wide picture which would be of substantial value'. This quotation is from a letter to those schools which request the pack. The letter also states, 'clearly, it is possible that the pilot survey schools may not prove to be representative of pupil attitudes across the whole Region and it is for this reason that the voluntary participation of as many schools as possible is welcomed'.

Whatever the eventual outcome of this attempt to encourage schools to participate in a voluntary Region-wide survey, the findings of the pilot survey provide much food for thought. These findings include the following:

- pupils at both P7 and S1 level were fully capable of defining bullying comprehensively
- the children were conscious of the seriousness of the issue, virtually all respondents seeing it as a major problem for others and one in four regarding it as a major problem for themselves
- bullying was seen as encompassing 'a range of different behaviours, varying in severity and acceptability'
- some aspects of behaviour such as name-calling, regarded by the pupils as falling within the general concept of bullying, were nevertheless freely indulged in by the great majority of the pupils surveyed
- reported bullying behaviour by adults towards children was sufficiently frequent to be a matter for concern, as was the reported incidence of bullying between adults.

Commenting on finding 4, the Acting Regional Educational Psychologist writes:

> 'All children were sure ... that verbal attacks, such as teasing and name-calling, constituted bullying, yet virtually as many children admitted to taunting as complained of suffering abuse from others. It is legitimate to infer, therefore, not only that name calling and verbal teasing are endemic amongst school children but that such behaviours are regarded by the children as an acceptable form of competitive social interaction by boys and girls alike.'

Comments such as this illustrate how even a very small survey can prompt an examination of the values which underpin children's behaviour. Another finding points to a contradiction of values which also warrants further discussion:

> '... the primary school children, with commendable frankness, conceded to bullying others almost as often as they claimed to be subject to bullying. This seems to run counter to the common notion of every school having one or two 'bullies' who prey upon their schoolmates. That may well be true, of course, but what the evidence from the children's responses seemed to betoken was an awareness of reciprocally aggressive behaviour of a verbal and physical nature which they judged to fall within the definition of bullying but

which they accepted as part and parcel of social interaction with their peers. They understood that it was morally wrong and did not condone it, yet both tolerated and personally practised such behaviour.'

The document states that the evidence of bullying by adults 'seems to be a matter for greater alarm than the evidence of widespread playground struggles for dominance'. Approximately 10% of primary pupils in the sample claimed to be often bullied at home, and to witness bullying between adults in the home. The document's author concludes that children who witness adult violence suffer distress from its occurrence and all too frequently model their own behaviour upon these experiences. The document concludes with this quotation from a 12-year old girl:

"It's really hard to tell anyone if you're bullied at home. Also it can be scary even to go home from school or to stay in the house."

The pack, *Surveying Pupil Attitudes Towards Bullying*, contains the following documents:

- a questionnaire
- a scoring form containing step-by-step instructions
- two copies of a summary analysis sheet, one copy of which 'should be returned, when completed, to the Regional Educational Psychologist so that the data may be entered on a regional database'
- instructions for administration of the questionnaire
- a copy of the Region's policy statement (3/93)
- report to the SEN Sub-Committee on the Pilot Survey (8/94)
- a shortened version of the pilot survey analysis submitted to the Education Committee. This omits the fine detail of the analysis but may be helpful to schools by indicating broadly what findings may be expected from their own survey.

The instructions which accompany the questionnaire are clear and comprehensive. They stress that it has been designed for use with P7 pupils but say that it could be used at 'S1 level or with older special school pupils at the discretion of individual schools'. Certainly, the modifications required to make the questionnaire suitable for a wider age range would not be extensive. The scoring form is useful in that it allows schools to analyse their own survey. A number of secondary schools across the country have carried out surveys into bullying and used the expertise available within their own staffs to complete a computer analysis of the returns. Although some primary schools may possess such expertise it is probably true to say that the majority do not. For them, and for special and smaller secondary schools, the scoring sheet is a thoughtful inclusion in the pack.

Training and support

The Region has provided a number of training opportunities for its staff. Shortly after the publication of the first SCRE pack *Action Against Bullying*, early in 1992, the Region offered schools a conference, run by SCRE, using material from the pack. This was run on two occasions and was regarded as very successful. The uptake was high and some 80 to 90 schools attended, representing one-third of the total number of schools.

In 1993 the ABDO provided a one-day course for all the Region's educational psychologists with the aim that they should provide training and support to schools within the Region. In 1994 the national development officer and the Regional Guidance Adviser provided six one-day

courses for guidance teachers in each of the Region's districts. Attendance at these six courses is detailed below. The table does not include psychological service INSET to primary schools

Attendance at Grampian Region courses

	Primary	*Secondary*	*Other*
Number of schools represented	2	38	2 special schools
Approximate number of teachers trained	4	120	8

Support and advice to schools is provided by the Adviser in Guidance and the acting Depute Regional Psychologist. In addition, all the Region's psychologists are available to provide support to the schools to which they are attached.

HIGHLAND

The Region does not have a specific anti-bullying policy paper but, 'when the SCRE package first came out, we instructed all schools to use it and to develop anti-bullying strategies and to have an explicit policy'. At that time the Region took the view that the central provision of INSET was not a priority as the pack could be used by schools without additional support.

In the spring of 1993, following publication of the first SCRE pack, and the Region's request that schools should make bullying a priority, a survey of schools in Highland was carried out. It should be stressed that, at that time, schools had only had a very short period in which to respond to the SCRE materials but the survey did provide a base line from which future progress could be measured.

The results are summarised below.

Highland schools' use of first SCRE pack

		Yes	*No*
1. Have you found the (SCRE) Support material useful?	Primary school	128	14
	Secondary school	19	0
2. Do you have a written policy on bullying?	Primary school	39	106
	Secondary school	9	10
3. Have you attempted to find out the level of bullying in your school?	Primary school	126	12
	Secondary school	14	5
4. Are your pupils and their parents aware of your new attempts to combat bullying?	Primary school	90	20
	Secondary school	12	5
5. Do pupils discuss bullying in your social education programme?	Primary school	138	9
	Secondary school	18	0
6. Has any action you have taken as a result of your new policy had a noticeable effect on the level of bullying?	Primary school	41	38
	Secondary school	5	6

Notes: 140 out of 200 primary schools responded 19 out of 27 secondary schools responded

In response to the questionnaire which forms the basis of this report the Region states 'we are now calling in school policies and will review our approach in the light of what we find'.

Strathclyde's *Promoting Positive Behaviour* package has been used in joint INSET provided for teachers and educational psychologists. In addition the Region's psychologists and guidance development officer, and the national development officer have been involved in the provision of training in individual schools.

LOTHIAN

The development of anti-bullying policy in Lothian was first discussed in April 1990 when the Schools Policy Sub-Committee called for a report 'on the recently published SCRE report on bullying [*Spotlight 23*] with a view to applying the relevant recommendations to the primary and secondary school sectors.'

The subsequent report was presented to the Schools Policy Sub-Committee, and to the full Education Committee in October 1990. It contained a summary of the recommendations contained in SCRE Spotlight 23 and information about relevant documents, policies and advice then available to schools. It listed a number of 'cross-curricular initiatives already under way to help the recognition of the problem and encourage the necessary openness which may help to resolve it'. These were said to include Youth Strategy, Skills for Adolescence, Equal Opportunities and Multicultural Education and that 'staff development should emphasise the anti-bullying focus in such initiatives'.

After discussing this report the Education Committee made a number of recommendations including:

- the commitment to the elimination of bullying in Lothian schools be confirmed
- head teachers be encouraged to involve parents, staff and pupils in the preparation and implementation of a school anti-bullying policy.

In 1990 the Region issued all schools with copies of *Bullying: a Positive Response* by Delwyn Tattum and Graham Herbert. This was in addition to the copies of the same booklet which were later distributed by the Gulbenkian/BT initiative.

In 1994 a further report was prepared for the Education Committee containing proposals for a new policy statement on bullying. At its meeting on 30 November 1994 the Committee welcomed the progress made to date, commended the efforts of the staff concerned and re-affirmed its commitment to the elimination of bullying in schools. It confirmed that all schools should have a formal anti-bullying policy and that particular attention is to be paid to any proposals which address this within schools' development plans when these are monitored by the Education Department.

Policies which the authority considers to have a direct relevance to strategies for dealing with bullying in school include: The National 5-14 Guidelines on Healthy and Safe Living and Personal and Social Development; and Regional papers on Health Education, Equal Opportunities, Child Protection, Personal Safety and Education to Eliminate Racism.

The Region encourages schools to include the process of developing anti-bullying policies within their development plans. These plans are monitored by the School Management Services, Schools Support Division and the Monitoring and Evaluation Unit, Quality Assurance Division.

Using the information gathered in this monitoring exercise the authority has compiled the following estimate of the progress of the development of anti-bullying policies in its schools and educational institutions.

Anti-bullying policies in Lothian Region

	Primary %	*Secondary* %	*Other* %
Schools with a written policy in place	42	63	20
Schools which are actively developing a policy	37	37	14
Schools which say they do not have a policy but which are taking positive action of some sort or which include it in another way	13	0	24

The Region has been involved in the production of two commercially available packs. *Speak Up*. This pack was developed in a group of schools in the Liberton area of Edinburgh. Production of the materials was jointly funded by the Education Department and the Community Involvement Branch of Lothian and Borders Police. The pack was first published, in 1991, by the Regional Council but it was relaunched by the Scottish CCC in 1992. Once present stocks are exhausted it is understood that it will not be reprinted. Within Lothian, and elsewhere in the country, the pack seems to have been used mostly by individual schools rather than by education authorities.

Bully No More. This is a video, accompanied by a booklet, which describes the development of an anti-bullying policy at St David's High School in Dalkeith. It was published by St Andrew's College, Bearsden, in 1994. A follow-up, *Bully No More – The Pupil Pack*, was published late in 1994. A number of primary and secondary schools in Lothian have purchased the first pack but 'it is early days to look for examples of extensive use of this resource'.

The Region is currently preparing a display on personal and social education themes, including bullying, for the History of Education Centre in the former London Street Primary School. It is hoped that this will stimulate discussion about these issues among those pupils who visit the centre. The intention is to 'use the past as a mirror for the present'.

As part of the Lothian Children's Family Charter, a Help Card has been issued to all pupils in the Region. This links a number of issues and advises children to Speak Up!

One side of the Lothian Help Card

What advice would you give to someone who was really upset because of:

- bullying
- someone doing things to make them really unhappy
- being abused because of their race, sex or religion
- worries about their health
- having to go to the Children's Panel
- worries about drugs
- worries about their parents?

SPEAK UP!

Tell someone you trust! If you don't get the help you need keep telling different people until you do.

DON'T GIVE UP.

Telephone numbers which may help you with:

Hard personal problems	
Childline	0800 1111
Who Cares?	031 666 1916
In Care? Rights advice	031 554 4301
Scotland	0800 776600
AIDS line	0800 567 123
Samaritans	0345 90 90 90
Al-anon/Alateen	041 221 7356
Lothian Family Mediation	031 226 4507
Animals	
People's Dispensary for Sick Animals	031 225 3257
Scottish Wildlife Trust	031 312 7765
SSPCA* Dog Warden*	
The Environment	
Litterline*	
Friends of the Earth	031 554 9977
Clarence	0800 23 23 23
Emergency Services	999

The Region provided INSET for teachers, using the first SCRE pack, as early as 1992. The training, which has since been further developed using other material, including the second SCRE pack, has the aims of: awareness raising; exploring what bullying means in the context of the school; beginning to formulate a draft written policy in schools.

The course is provided by the Development Officer PSD 5-14, either in schools as a planned activity, or on a twilight basis.

In 1994 the national development officer, in collaboration with the Adviser in Guidance, provided five x one-and-a-half hour twilight sessions which were attended by teachers from across the Region. Training has also been provided by a youth strategy officer attached to the Social Work Department. In all, the Region estimates that about 50 courses averaging two hours in length have been run (see below for details). Topics covered include:

- Bullying in general
- Child protection
- Working with bullies
- Working with victims
- Circle time
- Promoting positive behaviour
- Developing a school policy
- No-blame approach

Lothian Region courses

	Primary	*Secondary*
Number of schools represented on these courses	54	51
Approximate number of teachers trained	326	617

Note: Special schools included with Primary and Secondary

All the primary schools in the Region have had training in the prevention of child sexual abuse over a four year period. Special schools are currently undergoing this training. For the future the Region is planning: Regional twilight courses on 'Towards a School Anti-Bullying Policy'; 'Developing a School Anti-Bullying Policy using the SCRE packs'; 'The No -Blame Approach'; and major exercises in child protection guidelines and child sexual abuse prevention training.

Schools which are developing their own policies are supported by the Quality Assurance Division, ie the Senior Adviser (Personal & Social Education), Adviser in Guidance and appropriate Development Officers.

ORKNEY

Bullying has been covered within a general policy for the positive development of school ethos. However, no specific instructions about the development of anti-bullying policies have been issued to schools by the authority.

Orkney has not provided INSET on an area basis specifically about anti-bullying strategies, although educational psychologists have provided training for individual schools. Rather, it has concentrated on providing courses for teachers and others which 'lay the foundations for good practice and the development of a caring ethos in schools'. Relevant courses are said to include:

- 'A Sense of Belonging' provided by the Scottish CCC. This course developed the theme of values in education. It was held in December 1993 and attended by about 40 people including all the islands' head teachers. A repeat session in October 1994 was attended by 25 people, mostly classroom teachers and non-teaching staff.

- A course on differentiation which was provided by Northern College of Education. This included the need to raise self-esteem – an issue related to anti-bullying strategies.

The authority's training priorities for session 1995/96 are still being assessed but are likely to include bullying and sex education. The intention is to develop a sex education policy in partnership with the Health Education Board.

Schools which are developing their own policies are supported by the purchasing of resources which are held centrally.

SHETLAND

In a letter to the national development officer written in 1993 the Director of Education pointed out that, although there was no authority-wide policy on bullying, '...we raised the profile of the issue with schools and school boards about two years ago, and supplied material which provided the basis of constructive discussion between headteacher and board. We then asked schools to ensure that a written policy was in place and made available to parents.'

The question of whether or not there should be an explicit policy statement on bullying 'is currently under discussion in the context of a review of existing discipline guidelines in schools.' Policies which the authority considers to have a direct relevance to strategies for dealing with bullying include: a code of conduct for schools, which is currently at a draft stage; and behaviour support guidelines.

The local authority estimates that 30% of its 35 primary schools and 70% of its 9 secondary schools have a written anti-bullying policy in place but it is still looking at whether or not schools have taken action to implement these policies.

The SCRE packs have been used by both the local authority and individual schools. In 1993/94 the local authority purchased 2500 copies of *Bullying and How to Fight It: a guide for families* published by SCRE. This was over and above the copies of the booklet included within the second SCRE pack, which was distributed to all schools by the SOED, and represents enough copies to cover all the families of school-aged children in the islands' schools.

Two one-day INSET courses for teachers have been held. The first, for primary teachers, was led by a principal psychologist from Strathclyde, and the second, for secondary teachers, by the National Anti-Bullying Development Officer. Both took place in 1993.

Anti-bullying courses held in Shetland in 1993

	Primary	*Secondary*
Number of schools represented	22	8
Approximate number of teachers trained	39	24

The authority's advisers and psychologists have been involved in providing training to individual schools. Future training plans centre around two developments. Firstly, the advisorate has prepared staff development material for workshops which can be delivered when schools request them. Secondly, the local authority will offer two INSET days in May 1995 in the menu of courses on offer to schools. The theme will be 'policy into practice'. Schools which are developing their own policies are supported by: the advisorate, and an agreement in principle that teachers may travel south to courses and seminars relating to this need. The provision of support is being reviewed in February 1995 in relation to the Shetland Development Programme.

STRATHCLYDE

The Schools' Policy Sub-Committee of Strathclyde Regional Council approved a paper entitled 'A Policy on Bullying and Indiscipline' in August 1994. This paper set the Strathclyde policy within a national context and referred to three relevant Regional Initiatives:

- a pre-school package, *Working with Parents for Change*, which has been developed to help parents work effectively with children displaying aggressive behaviour.
- *Promoting Positive Behaviour*, which is a package aimed at teachers, assisting them in developing their own assertiveness so that they do not abuse their authority and inadvertently encourage bullying and indiscipline. The pack is published in two versions – primary and secondary – by the University of Strathclyde.
- *Promoting Positive Relationships (Bullyproofing Our School)*, a recently prepared package focusing on the pupils' assertiveness skills. The Regional policy paper recommends that copies of the pack be produced for sale outside Strathclyde along with 'any necessary training'. The video which accompanies the pack has been publicly shown on a number of occasions and provides a moving introduction to the effects of bullying, and some pointers towards possible solutions. A synopsis of the contents of this pack can be found in an article written by its author for the August 1994 edition of The Scottish School Board Association newsletter (see Appendix 6).

In the Region's paper, each school is encouraged to develop a whole-school approach to bullying which incorporates a number of principles very much in line with those contained in the SCRE packs. This approach should be clearly and publicly described in the form of 'a policy statement for the school on bullying, indiscipline, social and emotional development, or school ethos'. The document gives schools a 'framework of indicators of good practice' which are grouped under the following headings:

- Setting the right ethos
- Encouraging the reporting of bullying
- Raising awareness
- Linking the formal and informal curriculum
- Supporting bullied children
- Involving the silent majority
- Changing the bullying behaviour
- Dealing with problem areas and times
- Communicating policy and strategy
- Monitoring and evaluation.

The document states that, whilst it is not expected that any one school 'will be demonstrating all the aspects of good practice', the set of indicators sets a target for schools. They are advised to develop a strategy for dealing with bullying which is based on positive action rather than relying on punishment: 'There is much evidence to show that the traditional punitive response to misbehaviour is not appropriate. Punishment can reinforce in children who bully the idea that it is power which matters and a teacher can be seen by some pupils as demonstrating bullying behaviour in imposing authority through punishment. In some cases punishment can lead to an escalation of bullying because of the resentment it builds up in bullies. This in turn can lead to children being less willing to report bullying.'

In choosing to emphasise the importance of the role model provided by the teacher and the problems associated with punishment, Strathclyde is building on the messages in its earlier *Promoting Positive Behaviour* package. Interestingly, although the efficacy of punishment is questioned, schools are advised to develop 'sanctions which enable pupils to think about their misbehaviour rather than sanctions which depend on force or ridicule'.

The Region encourages schools to include the process of developing anti-bullying policies within their development plans and this process is monitored in the same way 'as for all elements of development plans'. It should be noted that the Region has a substantial school development planning exercise but, up to now, has not carried out an exercise to determine the proportion of schools which have developed anti-bullying policies.

Two other policy documents which the Region considers to be directly relevant to strategies for dealing with bullying in school are the Regional circular to education establishments on child abuse *Revised Standard Circular 57 and Every Child is Special*. The former describes procedures which schools should adopt in dealing with the abuse of children by adults, the latter sets the local authority's policy on special educational needs within the context of the United Nations Convention on the Rights of the Child.

During the piloting of the *Promoting Positive Relationships* package a survey of 11,000 pupil reactions (ongoing) was carried out. The survey 'has helped in informing our policy on bullying and indiscipline and as such there are no plans to publish the results of the survey separately'. However, referring to this survey the Region's policy paper states: 'The results show that one in five children personally found bullying a problem at some time in their school career, and half of the children surveyed felt that bullying was a problem in their school. One out of every ten children said that bullying had adversely affected their views on school and one in twenty children reported having been bullied on a daily basis for years.' The Region has used a multi-disciplinary team of more than 20 people including advisers, development officers, teachers, psychologists and others to deliver training in anti-bullying strategies. This has allowed extensive piloting of the materials in the *Promoting Positive Relationships* pack.

The Region estimates that over 100 training courses have already been provided in anti-bullying strategies. These are in the form of four types of workshops – for teachers, parents, pupils and wider community groups, for example Safe Castlemilk. Over 1000 teachers have been involved in such courses to date. An implementation strategy is being planned which will see every school has at least one member of staff who has attended a one-day training course in *Promoting Positive Relationships* before this pack is issued to them. Pre-5 establishments will be able to take part in this process on request. The Region will spend £35,000 on publishing and introducing the pack.

Schools which are developing their own policies are supported by the Educational Development Service and the Psychological Service but it is expected that, with the publication of *Promoting Positive Relationships*, 'schools will take more responsibility for using materials in-house'.

TAYSIDE

Tayside Regional Council has made a strong commitment to tackling bullying in its schools. The development of this policy was initiated by the former convenor of the Education Committee with the full support of other committee members. The importance attached to this issue by the Region has in no way diminished with the change in political control and the election of a new convenor which followed the council elections in 1994.

The first advice issued to schools in Tayside was contained in a document entitled *Action Against Bullying in Tayside Schools* which was distributed in April 1992. This referred to SOED sponsored research, and to the first SCRE anti-bullying pack. It included the following position statement:

'The Education Department of Tayside Regional Council fully acknowledges the importance of addressing bullying and recognises that the matter is one of urgency. It is therefore now, at this earliest opportunity, providing all schools with additional copies of the package *Action Against Bullying: Drawing from Experience*, together with supplementary advice, documentation and in-service support to help use it effectively.

It is the department's policy that all schools should undertake to devise, implement and publicise, as recommended in the package, their own school policy to prevent and to combat bullying, and that this exercise should be included within forward planning for the school session 1992-93.'

This requirement, that schools should develop their own anti-bullying policies, was based on advice in the SOED-sponsored SCRE pack. However, by recommending that this process should be included in schools' development plans in the next academic session, a degree of urgency was imparted. Schools were told that they could develop anti-bullying policies either discretely or as part of another policy such as a discipline policy statement. This is monitored though school development plans which are held centrally and reviewed regularly.

Specific 'guidelines for action' included recommendations that:

- existing groups which meet in a school (for example senior management teams, working parties, PTAs, secondary school guidance teams and subject departments) allocate at least one meeting to discussion of parts of the SCRE pack
- one person, clearly identified, should have as part of his/her management remit the overall responsibility for the creation and implementation of the school's anti-bullying policy
- a working party be set up to undertake the formulation of a school policy.

It was stressed that the development of anti-bullying policies did not mean 'that new management roles, communication systems, support or discipline procedures or curriculum space are required'. For example, the school co-ordinator should be a person with an appropriate existing management job remit. 'In primary schools it might lie with the designated officer for child protection and in secondary schools with the guidance co-ordinator'.

Extra copies of the first SCRE pack were purchased by the Region and sent to schools (for example four per secondary school), as were copies of a document entitled *Support material for school-based in-service* which contained five exercises designed to encourage group discussion and a number of pictorial scenarios illustrating difficult situations. This was written by a principal teacher of guidance at Whitfield High School, Dundee, who was seconded with a remit to produce support materials 'based on important points raised within the (first) SCRE pack'.

In June 1993 the Region appointed an anti-bullying and truancy team of three full-time development officers who were based within the Education Support Service. This is an inter-disciplinary team, its members having backgrounds in social work, community education and teaching. To date the anti-bullying part of their remit has occupied most of the time of the team members. This initiative represents easily the biggest commitment to the issue, in terms of

money, training and support, anywhere in Scotland. It should be noted that other local authorities have put far more effort into the production of training materials whereas Tayside has put more emphasis on buying and distributing resources produced elsewhere, and on ensuring that schools have access to the training and support needed to develop effective strategies. Materials and approaches have been developed for use within the Region to support work with pupils, parents and staff.

An early task of the anti-bullying team was to produce a feasibility study into telephone helplines. This was an important piece of work in its own right, in that it collated information about existing helplines which were available to parents and children who were concerned about bullying. The feasibility study was completed in the autumn of 1993 and was followed by the establishment of two helplines, one for pupils and one for parents, in March 1994. The pupils' helpline is provided through a partnership agreement with Childline Scotland. The service consists of a dedicated phone line available from 3pm-9pm Monday to Friday, with a recorded message available at other times. During its first six months the Childline counsellors answered 2563 calls on this line and, from these, 633 individual callers were counselled. The helpline for parents is staffed by members of the anti-bullying team between 12-5pm on Monday, Wednesday and Friday afternoons. In its first six months the parents' line received 51 calls. The Region has produced a large amount of material informing pupils and parents about these help lines. This includes posters and a leaflet using the slogan 'Don't bottle it up – tell someone', and a plastic card for every pupil giving the number of the help line. In November 1994, to mark the re-launch of the pupil help line, every pupil in Tayside was presented with a key ring inscribed with the telephone number. The plastic card was sponsored by British Gas, and the key ring by Levi's Community Involvement Team.

The Region's psychological service and Childline Scotland completed a draft report on the first five months of the helplines in September 1994. This will obviously be invaluable to the Authority in planning future provision but it is also an important research document which will be of interest outside the Region. It deserves to be made more widely available.

ASSESSING TRAINING NEEDS

Another important part of the remit of the anti-bullying team has been the undertaking of a policy audit. The report of this mapping exercise has two parts: the first part lists briefly significant developments in the Region's schools and the second part details the anti-bullying team's activities in schools in the session 1993/94. As well as informing the local authority of developments and training needs the report, or 'directory', has also been made available to schools with the aims of: making schools aware of the ideas and practice being used in 'addressing the complex issue of bullying', and giving staff the opportunity to contact people in other schools to discuss strategies.

The following table summarises the findings of the mapping exercise:

Tayside Region: schools' anti-bullying policies

	Primary %	*Secondary* %
Schools with a written policy in place*	40	50
Schools which have taken action to implement their policies	100	100

** identifies declared and specific policies. Other schools have incorporated anti-bullying statements within other policy declarations*

Training in anti-bullying strategies in the authority has been carried out by advisers, teachers, educational psychologists and, since June 1993, by the three anti-bullying development officers. Approximately 113 training events have been provided, ranging from 90 minutes to a full day in length.

During the period from November 1993 to December the following programme of training and workshops was organised:

PAT 'twilight' INSET for teachers	66
Full or half-day awareness raising INSET for teachers	13
Parents' workshops or meetings	19
Training in the Pikas 'Shared Concern Method'	4
Pupil workshops	11
Pupil surveys	11

Another important piece of work currently underway in Tayside concerns the 'Shared Concern Method' for dealing with group bullying. Tayside is the only part of Scotland where this method, which was developed in Sweden, is being extensively trialled. Initial reaction from teachers who have used it is favourable but it is also possible that it may have to be modified to suit conditions in Scottish schools. The experiences of schools is being monitored by the psychological service and by the anti-bullying team. Once this very important piece of action research is completed it would be of great benefit to schools all over Scotland if the findings were made widely available.

A report, *Resolving Group Bullying in Schools – Anatol Pikas Shared Concern Method – Tayside's Experience 1993-94*, exists in draft form. This describes how Professor Pikas was invited to Tayside in March 1993 to speak to a large group of teachers, advisers and psychologists. This was followed by a day and a half intensive workshop training for a core group of 14 professionals consisting of: psychologists (6), primary head teachers (2), secondary head teacher (1), guidance teachers (2), primary assistant head teacher (1), anti-bullying officers (2). This core group has since come together on five occasions to discuss progress in implementing the Shared Concern Method. Individual members of the group have also provided training on an area and school basis to interested teachers. Early in 1995 Crieff High School became the first school in Tayside to provide a day's training in the Shared Concern Method for the majority of its guidance teachers. The effect of this input will be reviewed 'after six months'.

Tayside, in collaboration with Moray House Institute, hosted a one-day national conference in Perth in May 1994. This brought together 88 delegates from across the country to hear about the latest research into bullying and to discuss possible strategies. The conference served a useful function in that information was exchanged, but it also included a large element of training.

WESTERN ISLES

This education authority has not yet issued any advice about anti-bullying strategies, although it has distributed the SOED and SCRE materials to all its schools. The local authority explains: 'There is no evidence of any major degree of concern in this area. That in itself is a problem. Awareness needs to be raised.' The intention is to incorporate anti-bullying on a priority list of training requirements for teaching staff.

VARIATIONS ON A THEME

The approaches that education authorities have adopted have varied, both in scale and type. Chapter 10, Future Action, draws together the common themes which have emerged and discusses issues which have yet to be addressed.

8

INPUT FROM TEACHER EDUCATION INSTITUTIONS

A similar questionnaire to the one completed by education authorities was sent to teacher education institutions in Scotland in September 1994. Because of the variations in the style of response from the institutions it is difficult to analyse developments in a thematic way. What follows, therefore, is a brief description of the ways in which each Institution is involved in work related to bullying in schools.

MORAY HOUSE INSTITUTE OF EDUCATION, HERIOT-WATT UNIVERSITY

Pre-service student teachers at Moray House who graduated in 1994 received the following anti-bullying input to their courses:

	Number of hours devoted to anti-bullying strategies	*% of students receiving training in anti-bullying strategies*
Primary undergraduates	1.5	75%
Primary post-graduates	4	100%
Secondary post-graduates	6	100%

Beyond this, the Primary Undergraduate Course Committee is currently considering the issue and analysing support materials to decide which are most appropriate; the national development officer made a one and half hour input to the primary post-graduate course in December 1994; secondary post-graduates had a three-hour slot in autumn 1994, consisting of a one-hour lecture and a two-hour workshop. A recently validated post-graduate certificate course entitled 'Pastoral Care in the Primary School' has provision for three hours on anti-bullying strategies.

Moray House estimates that eleven of its post-graduate students have undertaken assignments or research related to bullying and cites the following research projects as having a relevance to bullying:

- *Student teachers' perceptions of stressful situations in school.* This included a variety of stressful situations, bullying amongst them. (Dr Christine MacIntyre, September 1994)
- *Re-integration into mainstream school: does it work?* This was a study of a number of pupils who were regarded as having social, emotional and behavioural difficulties, and their experiences. (Gwynedd Lloyd and Pauline Padfield, September 1994).

The Institute is working on ethos indicators and child protection, complementary areas linked to concerns about bullying. Course review procedures provide regular opportunities to raise issues such as the amount of time which should be given to anti-bullying strategies.

In May 1994, the Institute joined with Tayside Regional Council to organise a national conference on anti-bullying strategies. Two further events are being planned by the Institute: two one-day workshops in February 1995 which will be led by the publishers of the *No-blame Approach*; and a major conference in September 1995, *Protecting Children – Rights and*

Relationships, one aim of which is to promote the development of school-based strategies designed to protect children from bullying and other kinds of abuse.

NORTHERN COLLEGE – ABERDEEN AND DUNDEE CAMPUSES

Students have received training in anti-bullying strategies, either discretely or as part of a wider focus on guidance, personal and social education and health education. For example, a series of workshops for BEd primary and community education students was led by the national development officer at the Dundee Campus in February 1994. Post-graduate secondary students at the Aberdeen Campus have been able to consider the issue within lectures which had a broader focus, or as part of an elective course on Personal, Social and Health Education which was chosen by 15% of students. This open learning module uses material from the first SCRE pack and elsewhere.

Anti-bullying strategies are touched on within various INSET courses mainly for teachers in Grampian, but also for some from Tayside, Highland, Shetland and Western Isles. These courses include: Certificate in Guidance, Skills for Adolescence, Basic Course in Guidance, Personal, Social and Health Education. On average, two hours in each of these courses are devoted to work on self-esteem/assertiveness, which is linked to bullying. About 250 teachers have been involved in the various courses.

It is difficult to describe the college's plans for an anti-bullying input to courses in the future because five uncollated responses were returned, but the following comments were noted:

"The General Studies Unit on bullying needs up-dating in the light of the national development officer's work."

"Teachers need to be made to examine their own practices, and this includes senior management. (Pupils in one school said 20% of their teachers employed bullying tactics.) More could be included in pre-service courses and in courses for guidance teachers and first level guidance tutors."

"In a 'health promoting school' there will normally be policies on equal opportunities, including gender issues, bullying, smoking and alcohol use, child abuse and discipline, amongst others. A whole school approach to promoting the protection of children is a key component and should involve

- the commitment of the school
- policy making
- a caring ethos
- a planned curriculum
- parents and people at home
- the wider community.

"I firmly believe this is the approach we adopt/and will continue to adopt with students."

"Our new mission statement – 'generating a context of openness' – could provide a starter in terms of values."

"It is not enough to think about pupils bullying pupils. We need to consider teachers bullying pupils and staff bullying staff. These issues are not addressed."

Many students at the college have chosen bullying as a topic for assignments or research.

They include:

- 10-15 teachers on the Basic and Certificate Courses in Guidance
- 8 BEd Honours theses.

The titles included:

- *An investigation into the characteristics and extent of bullying on boys and girls in the middle stages of the primary school*

and

- *An investigation into the effects of bullying on a select group of children, in the 8-11 age group, focusing on their mental, social and emotional well-being.*

ST ANDREW'S COLLEGE, BEARSDEN

The college commented that the completion of the questionnaire had prompted some thinking about the introduction of a seminar on anti-bullying strategies for BEd students next year. Some BEd students have already requested more specific guidance than that already given in related themes such as 'discipline' and 'relationships' but putting this into an already crowded course has proved difficult.

Two workshops for post-graduate secondary students were led by the national development officer and college staff in January 1994. Approximately 180 students were involved, ie 100% of the secondary post-graduates. The college has provided INSET in anti-bullying strategies for eight teachers from Strathclyde who were studying for the Certificate in Pastoral Care 5-14. The lecturer concerned has also provided support or advice to schools about this issue. Anti-bullying strategies will be included within the new post-graduate Diploma in Guidance which was validated in November 1994.

Three BEd fourth year students have completed research assignments related to bullying. The college has also recently published two video packs which have been developed in Lothian Region (Brown 1994). In September 1994 St Andrew's College helped to organise and provide a course for headteachers from the Netherlands which included an input on bullying from the national development officer.

In the past the topic has been dealt with indirectly, or as part of courses dealing with discipline, relationships or pastoral care. The publication of materials has helped to encourage the adoption of anti-bullying as a topic in its own right.

UNIVERSITY OF STIRLING, DEPARTMENT OF EDUCATION

The University provides the only concurrent secondary teacher education course in Scotland. Through an oversight it was not included in the questionnaire survey. This is sincerely regretted.

UNIVERSITY OF STRATHCLYDE, FACULTY OF EDUCATION, JORDANHILL CAMPUS

The response from Jordanhill indicates that all pre-service primary students have a three-hour input to their courses on anti-bullying strategies. With regard to other courses the following comment was made:

> "The PGCE (Secondary) course addresses the issue of bullying in the elective on Guidance in the Secondary School. The issue is raised, along with a range of other issues, in lectures and tutorials on the Effective Teacher, the Discipline System, and Personal and Social Development."

Workshops on bullying for second year BEd students were introduced in session 1992-93, and for PGCE primary students in session 1993-94. This is in addition to the three hours included in the BEd course which was completed in 1994. There was a very positive response to a conference for finishing students in June 1994 which was addressed by the national development officer.

A number of students, approximately six per session over the last three sessions, have completed final year major projects on bullying. Examples of projects completed by students graduating in 1993 and 1994 include:

- *The phenomenon of bullying.* This project attempted to measure perception of attitudes in upper primary children before and after a unit of study on bullying, in order to evaluate whether such classroom activities, including group discussion and role play, can influence attitudes.
- *Bullying in the primary school.* This project gathered views of professionals in three schools on the causes of bullying and the implications for schools. It looked at definitions, views on causes and strategies adopted to deal with the problem.

Jordanhill has also been involved in a number of sponsored research projects which were initially financed by Strathclyde University itself but which have since been supported by grants from the SOED and the Mental Health Foundation (Scotland). The projects are:

- *Perceptions of bullying and pro-social behaviours by children, parents and teachers.* Interviews with children, parents and teachers to elicit examples of anti-social and pro-social behaviours. Content analysis established four categories of pro-social and four of anti-social behaviours for each of which four elicited variations were portrayed in cartoon drawings which were used to explore the nature of differential perceptions and responses among the target groups. *Staff involved:* Donald Christie, Department of Educational Studies; David Warden and Claire Stevens, Department of Psychology.
- *Perceptions of and responses to bullying and pro-social behaviours by children with moderate learning difficulties, their parents and their teachers.* Interviews with children, parents and teachers in a sample of Special Schools to elicit examples of anti-social and pro-social behaviours. Content analysis established four categories of pro-social and four of anti-social behaviours for each of which four elicited variations were portrayed in cartoon drawings which were used to explore the nature of differential perceptions and responses among the target groups. *Staff involved:* Donald Christie, Department of Educational Studies; David Warden, Department of Psychology; Claire Stevens, Department of Psychology; Jennifer E Low, Joint Department of Educational Studies and Department of Psychology.
- *Developing shared understandings of anti-social and pro-social behaviours.* Exploration of classroom activities involving peer inter-action through which children's understandings of interpersonal behaviours can be clarified and enhanced. *Staff involved:* Donald Christie, Department of Educational Studies; David Warden, Department of Psychology; Jennifer E Low, Joint Department of Educational Studies and Department of Psychology.

UNIVERSITY OF PAISLEY, FACULTY OF EDUCATION, CRAIGIE CAMPUS, AYR

This institution deals with anti-bullying 'in the wider context of discipline', which is addressed within both the primary undergraduate and post-graduate courses. The content of the BEd course is currently being reviewed. There are plans to treat anti-bullying more extensively in future in a 'Return to Teaching' evening course which is offered once or twice a year.

In the 1993-94 session three BEd students completed theses on this theme. The institution considers one to be of particular note:

- *An investigation into the value of performance drama as a means of tackling bullying in the primary school.* This described how a class of P7 pupils created a play about bullying which they then performed to all P5, 6 and 7 classes in their school. The thesis investigates what the performers and the audience learned about bullying.

A series of drama activities based on the novel *The 18th Emergency*, by Betsy Byars, is used with second year BEd students.

A number of videos have been made which deal with matters relating to ethos and discipline. The institution commented:

> 'Video material is of crucial importance as one component of any anti-bullying package, since it enables the user to consider appropriate and inappropriate behaviour in context. However, of equal importance is the quality of written material that guides reflection on the issues and action being considered.'

PROBLEMS AND ISSUES

All the questionnaires were eventually returned by the teacher education institutions but only one by the date requested. Various reasons were given for the delays: one institution mislaid the questionnaire, another had had to contend with problems caused by staff absences and resulting cover and most mentioned the difficulty they had had in collating information from a number of different departments. One institution, apologising for the delay, explained: 'There are many competing and important demands on one's time. Your questionnaire was an added extra, probably too long and too demanding.' If this opinion of the questionnaire was shared by other institutions then sincere apologies are due to all of them along with thanks for the information which was supplied.

The difficulty that most institutions had in completing the questionnaire may be symptomatic of the pressures currently being experienced by their staffs. Questions about such pressures were not included in the questionnaire, but as the issue has been raised by the exercise it seems only right to report it and to observe that stressed lecturers, just like stressed teachers, will have difficulty in adding a new concern to an already crowded curriculum. However, the fact that bullying is a real concern, rather than one generated solely by official dictat, was evinced by those students who had requested guidance on the issue (see St Andrews College), the heavy rate of reported borrowing of items listed under 'bullying' from college and university libraries, and by the large number of students who have chosen the topic as a subject for dissertations or assignments. The institutions have managed to identify 46 examples. Requests for help received by the national development officer would indicate that the total is much higher than this. It should be noted that students studying for MEd, MSc or PhD degrees were not covered in the survey, but it is known that some of them are carrying out research into bullying. For example, an important study into bullying in Scottish primary schools was completed by an MSc psychology student at Strathclyde University in 1993 (Leslie, 1993) and a MEd student at Glasgow University is currently carrying out research into bullying amongst girls.

The best known research into bullying in Scottish schools has been carried out by the Scottish Council for Research in Education. The colleges and universities have also completed important projects but this research is less well-known. In future, their lecturers and students

will continue to investigate this field and it is important that dissemination of findings is made a priority. The development of anti-bullying strategies is at a very early stage and false modesty, particularly on the part of students, should not be allowed to keep the results of the interesting evaluative projects now taking place from practitioners in schools. To be fair, failure to publish is not always the fault of the researchers. Some schools which have been involved in studies have refused to allow publication even on an anonymous basis because of fear that bad publicity would result. This contradicts the very openness which is needed if bullying is to be tackled successfully.

Other issues for colleges include:

- Whether bullying should be included as a discrete topic within courses or subsumed within other issues – students themselves have identified overlaps with other issues such as discrimination, sexual and racial harassment and abuse by adults.
- How far the institutions could be involved in the provision of INSET in anti-bullying strategies. One institution said that there is never enough time to do the issue justice during INSET – 'awareness-raising sessions are rushed and teachers do not have enough time to work through all the various strategies'.
- Whether the institutions could have an increased role in the development and publication of classroom or training resources.

One return from Northern College underlined the difficulty of dealing with this issue, by pointing out that experiential or active learning was required: 'Attitudes need to be challenged and interpersonal skills developed, as well as strategies offered for dealing with bullying'.

9

ANTI-BULLYING AND THE INDEPENDENT SECTOR

There is no evidence that children who attend independent schools are any more or less likely to be involved in bullying than those who attend state schools. What evidence there is suggests that the experience of pupils and the challenges facing schools which are developing anti-bullying policies are remarkably similar in both sectors. The differences which do exist are more related to organisational and institutional factors rather than to any fundamental differences in behaviour or relationships in the sectors. Particular challenges for independent schools include:

- the lack of access to a support network similar to that available to local authority schools
- the competitive nature of the market in which independent schools operate means that head teachers are sometimes reluctant to tackle bullying openly – happily there is increasing evidence that schools are now seeing the development of anti-bullying policies as an aid rather than a hindrance to the marketing of places
- the special difficulties faced by those independent schools which cater for pupils with social, emotional and behavioural problems
- the presence of large numbers of boarding pupils in some schools – boarders do not have easy access to parental support and cannot hide from any bullies
- the existence of single-sex schools and schools where one sex, usually girls, is in a very small minority
- the lack of a formal guidance system or a programme of personal and social education in some schools.

Gathering information about developments in the independent sector presents problems. The only objective way to do this would be through a survey of all schools but that was beyond the resources of this study. However, it is possible, through the Scottish Council for Independent Schools (SCIS), to give some indication of the number of schools which have taken part in training in anti-bullying strategies provided by SCIS.

SCIS represents 95% of the independent sector in Scotland. It co-ordinates educational and other developments, advises its member schools and organises in-service training for teachers. SCIS has helped to distribute the SOED and SCRE anti-bullying materials to schools and has been very supportive of the advice contained in them. It has organised two anti-bullying training days, in March and September 1994, which were led by the national development officer and which were attended by representatives from 41 of the 63 SCIS schools. Some schools sent as many as five delegates.

Even this does not represent a complete picture of training provided to the independent sector. Some schools have organised in-house training, either using their own staff, the national development officer, or in one case a consultant from England.

It is not possible to estimate the proportion of independent schools which have initiated anti-bullying policies beyond saying that many have started to do this. Some have carried out

questionnaire surveys, developed curricular material for pupils or held meetings for parents. Others have organised training for staff or have formed planning committees.

It could be argued that this is all part of a re-examination of values, and represents an attempt to update the ethos of schools by challenging some of the attitudes of both pupils and teachers. One teacher in an independent school wrote: 'The school thrives on competition – one against the other. Perhaps this tends to almost encourage bullying.' Another said that 'power games are part of life' but added that bullying should 'not be tolerated'. Clearly there is a need and a desire to develop an ethos in which competition and caring are not incompatible. But this statement could equally be applied to schools in the state sector. All children deserve to be protected from bullying and other kinds of abuse, whatever type of school they attend.

10

FUTURE ACTION

AN OPINION POLL

As a starting point for the consideration of what future action needs to be taken, local authorities and teacher education institutions were asked which influences they considered to have been most effective in promoting the creation of a climate of concern and the development of strategies relating to bullying. Respondents were asked to indicate whether various influences, ie research, the SOED, local authorities, the media, charities or others had played an effective role (see Appendix 4a and 4b). This was a highly subjective poll of opinion but it is possible to make the following observations about the returns:

- While awareness-raising about the issue of bullying has been successful in many parts of Scotland, the work of developing anti-bullying strategies is thought to be far from complete.
- Both local authorities and teacher education institutions indicated that the publication of research reports, the work of the SOED and SCRE, and media reports had been most effective in helping to create a climate of concern.
- They agreed that the SOED, SCRE and education authorities could share the credit for what success there has been in the development of effective strategies.
- Strathclyde emphasised the important role that schools have had to play in both processes.
- Two of the teacher education institutions mentioned the national development officer as another effective influence.

Taking these returns at their face value, there would seem to be agreement that SCRE, local and national government have all played an important part in Scottish action against bullying. Interestingly, even though there was an option which allowed respondents to write in any other important influences, none added colleges or universities, not even the colleges and universities themselves. Considering the important role that they play in the education of teachers this is an obvious issue for the future.

A PARTNERSHIP FOR THE FUTURE

It is the people who make up a school community who have the prime responsibility for developing and implementing strategies against bullying. But they have a right to expect that other institutions will play an appropriate part by supporting this process through the provision of advice, materials and training. The progress that has been achieved thus far has been based on the ideas of partnership and consensus. Success in the future depends upon a continuation of this, but the roles that the partners should play are a legitimate topic of discussion. Apart from the schools and individuals involved, the main partners are:

- national government and its institutions
- local government
- colleges and universities

- commercial, charitable and voluntary organisations.

Roles to date

National government has helped to initiate action against bullying by sponsoring research, providing materials to schools and by providing advice and support through the inspectorate, and training and support through the national development officer.

Education authorities have responded in different ways. Most have advised schools to develop policies, and have offered them some help and support. Some have instructed schools to develop policies and have provided extensive training and support. One offers direct support to individual parents and pupils.

The Scottish Council for Research in Education has played an important role through its research activities, the production of materials and through the provision of training and advice.

Colleges and universities have been involved in research, the production of materials, the running of conferences, and of course in the education of teachers. Whilst the latter will remain their priority, and gives them a significant influence on what happens in schools in the future, there are great opportunities for them to apply their expertise in the other areas mentioned.

Commercial organisations and charities, particularly those south of the Border, have produced many resources and provided some training. One charity, Childline, provides support for individual children. Voluntary organisations like the Scottish Parent Teacher Council and the Scottish School Board Association have helped to organise conferences and training sessions.

Most schools are less concerned with which of these institutions provides the needed training, support and materials than with their availability, suitability and cost. Up to now most of these services have been paid for by local or national government, so the cost to schools has been little or nothing. Most of the training and materials have been well received. But the availability of training and support has been distinctly variable. The reasons for this include:

- National government would have to invest huge amounts of money to supply all the possible demands for support and training from all of Scotland's 3000 schools. Although the national development officer has worked in some individual schools, his priority has been to work with teachers and parents on an area basis. This leaves the training and support needs of most Scottish schools to be met locally.
- The responsibility which is devolved to education authorities for ensuring the quality of provision is met in a variety of ways. Reasons for this include the policies and opinions of councils; the history and traditions of the education services; geographical and social factors; and the varying size and resources of the authorities. All of these factors affect the amount of support and training provided.
- Staff in colleges and universities have the expertise to carry out research into anti-bullying strategies, and to provide pre- and in-service training to teachers. Although the institutions have started to respond to this challenge, the crowded nature of the curriculum for student teachers and the pressure being experienced by lecturers may help to explain why some of them have not been at the forefront of developments.
- Charities and voluntary organisations have played a commendable part but their contribution will always be limited by the resources at their command. Commercial organisations have

been less important in Scotland than in England and Wales. The explanation for this may be that here in Scotland, the training and resources have been mostly supplied free to schools, making the commercial products less appealing.

Roles in the future

What role should the various bodies play in the future? To a large extent they will continue with the roles they have at present but some things will change or will promote change:

- The process of policy development and awareness-raising will continue, particularly in those authorities and institutions which have not yet fully addressed the issue. This could lead, for example, to the provision of more training or the development of new resources, by authorities, if that is seen to be necessary.
- The secondment of the national anti-bullying development officer ended in March 1995.
- Local government reorganisation in 1996 will result in more, smaller authorities.
- Schools will have increasing control over their own budgets, allowing them to buy in whatever support and training they consider is best suited to their needs. (Enquiries to the national development officer show that schools in both the state and independent sectors do see anti-bullying as a valid use of their funds.) This also means that education authorities will have less money to spend on centrally provided training and less control over the training agenda.
- New anti-bullying strategies will be developed and existing ones will be modified in the light of experience. This will create a demand from schools for more training and support.
- New understandings will develop about the relationship between anti-bullying and other issues such as child protection, discipline, ethos, guidance etc. This will prompt a re-examination of existing policies.

In responses to the questionnaire survey, some advice was forthcoming from local authorities and teacher education institutions about the role that the various bodies could play in the future. National government was advised (by Borders Region) to devote specific grant support to the issue; to make information about resources more available (Dumfries & Galloway Region); to provide national guidelines on the need to incorporate in all school brochures more explicit statements about relationships between children, between adults, and between adults and children (Grampian Region); to continue its current support for at least one school generation (Orkney); to continue to fund a national development officer and to explore links with child protection and other forms of discrimination (Jordanhill Institute).

Local authorities were advised to make sure that schools included the issue explicitly in their development plans (Central Region); to intervene if a school does not have a policy or has not included the issue in its development plan (Lothian Region); to encourage a positive, preventative approach embedded within the context of ethos, behaviour, personal and social development etc (Fife, Grampian, Lothian, Strathclyde, Tayside, Craigie); to ensure that one or two people in each primary school are given a responsibility for personal and social development (Lothian); and to avoid initiatives which divert the remedy from the school context (Fife).

Colleges and universities were advised (by themselves and Borders) to examine the coverage of anti-bullying strategies in their pre-service and INSET courses.

FUTURE LOCAL AUTHORITY POLICY

The need to develop and refine policies will continue, both at school and authority level. Two authorities (Tayside and Lothian) have acknowledged this by discussing it more than once in committee. Others have yet to start a discussion but have indicated their desire so to do.

1. The importance of a local authority policy statement

Whatever the merits of the different terminology and contexts adopted in an authority's policy, the fact that one exists can be of great assistance to the schools within that authority. This is because it enables a school to say that it is adopting an anti-bullying policy, firstly because it is a worthwhile step both for the well-being of children who may be being bullied and for the development of a caring ethos within the institution; and secondly, because it has been advised to do so by its authority. Head teachers may have a legitimate fear that the very act of raising awareness of the issue of bullying may lead to their schools being singled out by parents or the press as a school with a problem; whereas the truth is that such schools are facing up to a universal problem. Appendix 8 describes the possible contents of an authority enabling paper. This was prepared at the request of an authority which has since gone on to develop a policy paper.

2. Instructions, deadlines and recommendations

Some authorities have recommended that schools develop anti-bullying policies. Some have issued instructions to this effect. Three, Fife, Grampian and Tayside, have backed up their instructions with a deadline for completion. The choice of which tactic to adopt is not an easy one. Recommendations can be ignored by schools which are suffering from innovation fatigue and by those which are complacent. Instructions can be taken on board and stored in a mental trunk marked 'not wanted on voyage'. Deadlines, especially unrealistically imminent ones, can provoke rebellion or tokenism.

Tayside has had to grant schools an extension to its original deadline. The Region's 1992 statement pointed out the need for schools to include the development of anti-bullying policy in their forward plans. If anti-bullying action is to be made a priority, and if it is to gain the support of all teachers, then this would seem to be an important piece of advice. Grampian's policy of January 1994 requested all schools to complete a written policy statement within nine months. While this undoubtedly concentrated the minds of headteachers, it made it difficult for them to incorporate this topic into their schools' development plans. However, it has been possible for many of them to produce a draft statement which can now be discussed, implemented, evaluated and modified within the normal planning process. Fife's deadline of June 1995 allowed schools two whole academic sessions in which to develop policies 'in the context of the school development plan'. It will be interesting to see if this amount of time is sufficient to allow completion of the task.

SUPPORT FOR PUPILS AND PARENTS

Ideally, support for individual pupils and parents who have concerns about bullying should be provided by schools themselves. The fact that some people have not found this support is an indication of either a failure in the provision of support or a breakdown in communication about what is available. This could be an important indicator of the performance of a school's anti-bullying policy – the fewer complaints to people outside the school, the better the policy. Many questions from parents and pupils are easily answered – often all they need is help in contacting

the appropriate person within a school. The fact that such questions have been asked of people outside a school may show that the part of a policy which deals with communication may need attention. But other parents, especially those who seem to have done all the 'right' things, are much more difficult to advise. One parent writes: 'We have tried to get help at the school but unfortunately to no avail. They are sympathetic at the time but when we are out of the door they forget.' If true, it seems to indicate a real failure to take this parent's concerns seriously.

Paradoxically, a short-term increase in complaints to teachers from parents and pupils may indicate that a school is starting to tackle the problem successfully. If the first phase in the process of policy development (awareness-raising) is successful, many incidents which previously went unreported will be brought out into the open. Once the second phase is underway (developing and implementing strategies), parents and pupils should find less and less need to look outside a school for help. Some problems will always occur, but this is not necessarily a sign of failure. Failure lies in staff not reacting sensitively and seriously to pupils' and parents' concerns.

PROVIDING TRAINING AND SUPPORT TO SCHOOLS

How can the support and training which staff in schools need to help them react in this way be provided? Can teachers train themselves, using materials developed elsewhere? Should training be provided by specialists, such as anti-bullying development officers? If so who should pay for their services? Small authorities cannot afford such specialists and soon most authorities will be small. Should training be provided by advisers, development officers, lecturers or psychologists who have a broader remit? If it is how can they find the time both to provide the training and to keep themselves up to date about rapidly developing strategies? The experience of general advisers employed by the existing small authorities may provide an answer to this last question. In the new authorities there are likely to be many more general, rather than subject-specific, advisers.

In most parts of Scotland a training model has been adopted which involves schools being supplied with materials which they are expected to use to train their own staffs. Usually one or two teachers from each school are invited to attend a short training session in a central location and are then expected to go back to their schools to act as a catalyst for internal training. The schools which are most advanced in the process of policy development may well be those which are best equipped in terms of enthusiasm and expertise. The ones which have not yet started may well be the ones which need the most outside support and training. Will they be able to find it when they finally wake up to the need to take action against bullying?

One local authority, Strathclyde, states that future success depends upon 'locally focused and based work using personnel familiar with the environment'. If this principle were to be applied nationally, rather than just in a school context, it would create real problems for the smaller local authorities. Shetland has, in the past, bought in training from Strathclyde. Some of the smaller, post-1996, authorities which are at present part of Strathclyde may well want to take advantage of expertise from outside their own boundaries. Conversely, it is possible to envisage a situation where authorities are reluctant to allow their employees to work elsewhere because their services are needed in their own area. One can well imagine the reaction of a headteacher who is unable to contact his local adviser or psychologist because that person is carrying out work, which is financially advantageous to the authority, elsewhere in Scotland. Clearly this is an issue which will have to be addressed if the trend for authorities to buy services from each other strengthens.

INFORMATION ABOUT STRATEGIES AND MATERIALS

Which anti-bullying strategies will eventually prove to be of lasting benefit? Peer support? Shared concern? No blame? Circle time? – all have their advocates. But none of these can claim to be the full answer, or to have been refined to perfection. Schools need ready access to up-to-date information about strategies and materials but, because of the pace of development in the anti-bullying field, this is difficult to provide. Information technology could well provide the answer. Computer files are much more easily updated than books.

QUESTIONS AND ANSWERS

It would make life easy if there were a simple solution to bullying: a strategy which could be adopted every time it happened which ensured that it stopped. Such a strategy does not exist and never will exist because bullying itself is not a simple phenomenon. Many different types of behaviour can be classed as bullying. Each may need a different response. Indeed, if we think only in terms of responding to bullying once it has happened, the size of the problem will never be diminished. Prevention is the only really effective cure. Having said that, some bullying will always take place however good pro-active strategies are, so there will always be a need for reactive strategies as well. Some such strategies may even act in a pro-active way, if for example they encourage the development of a more open ethos in which the causes of bullying are discussed.

The lack of a universal remedy is one complication. Another is that effective anti-bullying action involves an examination of many themes and issues within a school - ethos, values, child protection, special needs, relationships, parental partnerships, guidance and so on. The linking of these themes makes bullying a powerful issue. The creation of an anti-bullying policy can drive forward a developmental process which affects many aspects of school life and it can help schools to measure the success of other policies by prompting questions like:

- Do parents find it easy to contact the school if they are concerned about bullying? (parental partnership)
- Can this really be described as a caring school if the concerns of the minority of children who are being bullied are not noticed? (ethos)
- How do we deal with a child whose bullying behaviour is just one manifestation of a whole raft of problems? (special needs)
- Do the victims of bullying find it easy to talk to a teacher? (guidance)
- Does this school prevent bullying and provide a safe learning environment? (child protection/safety)

However, the very fact that bullying interfaces with so many other issues can create problems. How can a parent tell the difference between a school which genuinely believes that bullying should be tackled within the context of, say, discipline and is doing so effectively, and another which says the same but which is using this as an excuse for doing nothing?

And what do we say to a school which wants to tackle bullying, but which also wants to do something about child protection, racism, equal opportunities etc? Where is the time to come from? Developing an anti-bullying policy in a way which involves the whole school community - takes a long time. To be effective this process must have a place in the school's development plan and it must include provision for evaluation and modification. This will take years rather than months.

Perhaps the answer lies in developing a more holistic approach to protecting children from bullying and abuse of all kinds. This would be an approach which examines all existing policies and brings together their common features in a statement about the relationships and rights of everyone in a school community – child and adult. This may also involve a re-examination of values and discipline, and a recognition that this process is central to, and not peripheral to, the education of individuals and the success of our schools.

This holistic or unifying policy is not intended to be an easy way out. As with any policy, the final document is merely a certificate of completion. If the process which should lead up to the award of the certificate has not happened, then it is a worthless scrap of paper. It is necessary to go through the pain of looking at sensitive issues like child protection and bullying one-by-one if we are to see whether or not the rhetoric of the policy matches the reality which exists in a school. But we must also recognise that schools which have devoted large amounts of time and effort to the development of their anti-bullying policies will not be able to continue this indefinitely. The mechanism of the two or three year cycle of development which now operates in most schools will encourage them to move on to other things.

There is a real danger therefore that the concern about bullying which has welled up over the last four years will not be maintained. One senior education official said that he thought that bullying was 'just flavour of the month'; the implication being that if he ignored the problem then it would return to the shadows where it had always lurked, ignored and unseen until the late 1980s. Our task is to ensure that he is proved wrong.

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APPENDIX 1: SOED SEMINAR, 1 MARCH 1995 – SUMMARY

The draft of this report and the questions it raises were discussed at an invitational seminar hosted by the Scottish Office Education Department in New St Andrew's House on 1 March 1995. Delegates were invited from the 12 Scottish education authorities, the Scottish teacher education institutions, the Scottish Parent Teacher Council, the Scottish School Board Association, the Scottish Council for Independent Schools, the Convention of Scottish Local Authorities and the Social Work Services Inspectorate.

The meeting, which was chaired by HMCI Mr Martyn Roebuck who heads the SOED's Research and Intelligence Unit, was also attended by five other delegates from the SOED.

The initial speaker was Mr Andrew Mellor, the national anti-bullying development officer for Scotland. Introducing the draft report he stressed the urgent need to find ways of ensuring that the progress which had been made towards developing effective strategies against bullying became embedded within the Scottish education system. Much of the discussion which followed was about how this could be done.

ANTI-BULLYING POLICIES AND STRATEGIES

Considerable interest was shown in the list of issues which had been identified as being linked to anti-bullying action (see page 1 of this report), but no clear consensus emerged as to whether anti-bullying should continue to be developed in schools as a stand-alone policy or as part of a wider policy such as discipline. A representative of the Social Work Services Inspectorate expressed concern about the idea of including bullying under the heading of child protection. In social work there was a tight definition of child protection which in turn was linked to a targeting of scarce resources. It was emphasised that it was important that definitions should be agreed across different departments.

The discussion about how schools and education authorities could contribute to the further development of anti-bullying strategies was led by Mr Bob McKay, Senior Depute Director of Education in Tayside. He made the following points about bullying :

- It must be a matter of concern to everyone employed in education, from Directors of Education to classroom teachers, including nursery teachers.
- It could have serious effects on the victims.
- The scale of the problem should not be underestimated.
- Policies must be based on partnership and a collaborative approach.
- There must be explicit and absolute involvement of young people in the development of anti-bullying policies.
- There must be explicit recognition of the successes which have been achieved.

He also advocated the development of discrete anti-bullying policies which were consistent with other policies, and with the ethos and values of individual schools. He suggested that every school should examine the attitudes of, and to, staff and to community values and that education authorities could best encourage schools to develop and maintain policy by issuing an explicit statement of expectations. This statement should also explain that everyone is accountable for the implementation of anti-bullying policies.

PRE-SERVICE AND IN-SERVICE TRAINING

Professor James McCall, Dean of Strathclyde University Faculty of Education, said that the anti-bullying input of the teacher education institutions to pre-service and in-service courses had been modest, and that the relevant chapter of the report was a fair indication of this. He felt, however, that although the input might be

modest it was realistic given the many other demands on the limited resources available. He suggested that partnership was the key issue for the institutions. Commenting that students spend much of their courses in schools, he said that the institutions must work with their partners in schools. With regard to in-service training, he did not feel that the institutions had any exclusive expertise. He was not drawn to the approach where experts were sent in to schools, and argued that policies needed to be developed at school level so that a feeling of ownership was fostered among those involved.

The tone of the initial discussion which followed was of some disappointment that the teacher education institutions were not offering more. It was suggested that one advantage that many trainee teachers had was that they were nearer to their own school days and had a better appreciation of the pupil view than older adults and that there was a case for the institutions allowing students more of an input into discussions about the content of courses. Professor McCall made the point that the institutions were under constant pressure to include new topics in their courses. If more time were to be devoted to anti-bullying strategies, less time would be devoted to something else. There was agreement that effective change needed an attitudinal shift, and that this was not something which could be achieved by one or two hours of college time. However, because of the influence that pre-service training could have on the future of the education system, it was important that awareness raising about anti-bullying strategies should continue to be included in courses.

The question of in-service training of teachers was not thought to be being tackled systematically. The colleges were not making a clear bid to provide anti-bullying INSET, and the current diversity of provision and approaches seemed likely to continue. Two diverse examples were discussed: the Tayside Region model which involved the provision of support and training to schools by a team of experts, and the Strathclyde Region model which involved the supply of training materials to those schools which sent at least one teacher to a centrally organised launch day/awareness-raising session.

OTHER MATTERS

Several other points were made by delegates. One teacher said that in dealing with bullying the door was often opened to other complex issues. In his school the development of an anti-bullying policy had led to the questioning and review of other school policies, including those on learning and discipline.

The difficulty of keeping the issue of bullying live was raised. It was emphasised that once a school had a policy it was vital that this was accessible and regularly reviewed and suggested that regular updating should be part of a school's development plan. Education authorities should spell out that anti-bullying policies have to be revisited on an annual basis.

It was acknowledged that there was a real difficulty in finding ways to encourage action in those schools which refused to accept that bullying was a problem.

HMCI Mr Martyn Roebuck concluded the seminar by making four points:

- it was important that ideas continued to be exchanged
- ways of developing a positive anti-bullying ethos in schools should continue to be explored
- the issue of accountability was important
- and that inter-agency collaboration was vital.

APPENDIX 2: THE SCOTTISH SCHOOLS ANTI-BULLYING INITIATIVE

WHO WE ARE

Anti-Bullying Development Officer (Scotland):
ANDREW MELLOR

Secretary: SHEILA CUTHBERTSON

Initiative Director and SCRE's Director:
PROFESSOR WYNNE HARLEN

WHEN TO CONTACT SSABI

Andrew Mellor has been seconded from his post as Principal Teacher of Guidance at Dalry School in Dumfries & Galloway until December 1994. If you are thinking of contacting him, do not delay. Incidentally, apart from the supply of written materials, this is a completely free service.

WHERE TO FIND SSABI

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£6.00 post free

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BULLYING AND HOW TO FIGHT IT
A Guide for Families
This booklet is also included in the new pack
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BULLYING IN SCOTTISH SECONDARY SCHOOLS
Spotlight 23

FINDING OUT ABOUT BULLYING
Spotlight 43

Single copies free on request

SCOTTISH SCHOOLS ANTI-BULLYING INITIATIVE

INFORMATION LEAFLET

WHAT IS SSABI?

This new initiative, funded by the Scottish Office Education Department, is based at the Scottish Council for Research in Education.

It follows on from the research into bullying carried out by Andrew Mellor in the late 1980's and the SCRE pack *Action Against Bullying* which was distributed to schools throughout the UK and elsewhere.

The initiative aims to:

- provide advice and information about anti-bullying strategies
- work with education authorities, which are developing their own initiatives and spread information about them
- carry out school-based studies with the object of producing materials suitable for a range of audiences including schools, parents and student teachers.

SSABI has one full-time member of staff, the Anti-Bullying Development Officer (Scotland) and a part-time secretary.

WHAT HAVE WE DONE SO FAR?

Since April 1993 the Anti-Bullying Development Officer has:

- made contact with all Scottish Education Authorities
- visited schools in most parts of Scotland
- spoken to groups of parents, teachers, pupils and school ancillary staff
- given information and advice to teachers, students, voluntary workers and others
- collected information about anti-bullying resources and strategies
- prepared written materials for teachers, parents and others.

WHO SHOULD CONTACT SSABI?

All teachers and parents' representatives are welcome to contact the initiative as are all those involved in teacher education.

Andrew Mellor is happy to speak to groups of parents and teachers and to help with in-service and pre-service training but, because of limited resources, priority will be given to requests for talks and training which involve groups of schools.

The Anti-Bullying Development Officer is especially anxious to hear from schools which have implemented anti-bullying strategies. He would also be very grateful to receive copies of policy statements, resources or questionnaires which schools have developed.

WHAT THE INITIATIVE CANNOT DO

Sadly the initiative is not able to provide advice about individual family problems. The aim is to help parents by working with schools and parents' groups, and by providing materials, rather than one-off advice.

APPENDIX 3: LIST OF EDUCATION AUTHORITY CONTACTS/PERSONNEL WITH SPECIAL RESPONSIBILITIES IN THE FIELD OF ANTI-BULLYING

(Information from a questionnaire sent to education authorities in September 1994)

Education authority	*Person completing questionnaire*	*Person responsible for development of anti-bullying policy*	*Person responsible for information and materials*	*Person responsible for training*	*Authority personnel who have provided anti-bullying training*
Borders	Mrs E M McIntosh Adviser in Guidance/PSD	Mrs E M McIntosh	Mrs E M McIntosh	Mrs E M McIntosh	
Central	David Mackenzie				Educational Psychologists
Dumfries & Galloway	Fraser Sanderson Asst Director of Education			David Mackie Area Education Adviser	David Mackie and Educational Psychologists
Fife	Bryan Kirkaldy Principal Educational Psychologist	Bryan Kirkaldy	Hamish Macphee	Bryan Kirkaldy	*Adviser:* Mrs E Shepherd *Teachers:* Mr R Henry, Mrs L Blundell, Mrs M Tollick, Ms J Thomson *Educational Psychologists:* Mr H Macphee, Ms C Brown, Ms S Axford, Ms G Spencer, Mrs P San Roman, Mrs L Oliver
Grampian	Gordon K Booth Acting Regional Educational Psychologist	Jon Mager [SEO SEN]	Mr K G Edward Acting Depute Regional Educational Psychologist	Terry Ashton (Adviser in Guidance) Mr K G Edward (Psychological Service)	*Adviser:* Terry Ashton *Teachers:* Some secondaries have run their own INSET *Educational Psychologists:* All staff members in each Area are available for anti-bullying INSET and have taken part widely.
Highland	Mr J Findlay Depute Director	under review			EDO Guidance Educational Psychologists

Lothian	Dr Walter Stephen Senior Adviser PSE	Mrs J K Fancey Adviser (Guidance, Health & Social Ed)	Mrs J K Fancey, Lewis Thomson Development Officer (PSE 5–14), Regional Anti-bullying Steering Group	Mrs J K Fancey	Adviser: Mrs J K Fancey *Development Officer:* Lewis Thomson *Teacher:* Mr Gerald Cowan, Mrs Carolyn Bennett, Mrs Lindsey Gosling *Educational Psychologists:* provide INSET inputs on a variety of behaviour-related topics
Orkney	Edmund Holt General Adviser	Edmund Holt	Edmund Holt		Educational Psychologists
Shetland	John McLaughlin Divisional Education Officer	John McLaughlin	John McLaughlin	Mrs M Robertson Education Adviser	*Advisers:* Mrs M Robertson, Mr C Brown *Educational Psychologists:* Mr J. Kane, Ms A Bain
Strathclyde	Julie Bowen Chief Adviser	David Alexander Depute Director of Education	David Alexander, and through him, EDS and Policy personnel	David Alexander and staff of the Education Development Service/Regional Psychological Service	Strathclyde has used a multidisciplinary team of 20+ including Pre-5's in developing and providing training
Tayside	Fraser Patrick Asst. Director of Education	All heads of establishments are responsible for the development of anti-bullying policy	The Anti-Bullying (and Truancy) Team	The Anti-Bullying/ Educational Development Service	*Adviser:* David Johnstone, Pat Menmuir *Development Officers:* The Anti-Bullying Team, Mike Sullivan, Steve Bowden, Anne Ballantine *Teachers:* various, from a number of schools *Educational Psychologists:* Alison Duncan, Cyril Hellier
Western Isles	M MacLeod Asst. Director of Education				

APPENDIX 4A: OPINIONS FROM THE LOCAL AUTHORITIES

Which of the following influences do you think have been effective in helping to create a climate of concern about bullying, and which have been effective in helping to encourage the development of anti-bullying strategies?

	Creating Concern						Developing Strategies					
Local Authorities (n = 12)	*Research*	*SOED*	*LAs*	*Media*	*Charities*	*Others*	*Research*	*SOED*	*LAs*	*Media*	*Charities*	*Others*
Borders	QE	–	–	E	E	–	–	E	E	–	E	–
Central	E	E	–	E	E	–	–	E	E	–	–	–
Dumfries & Galloway	E	QE	–	QE	E	–	E	QE	E	–	QE	–
Fife	E	E	E	QE	QE	–	E	E	E	N	N	–
Grampian	E	E	E	QE	QE	–	QE	E	E	N	N	–
Highland	–	–	–	–	–	SCRE E	–	–	–	–	–	SCRE E
Lothian	QE	QE	E	E	N	–	QE	QE	QE	N	N	–
Orkney	E	E	QE	E	–	E	QE	E	QE	N	–	E*
Shetland	E	E	E	E	E		QE	E	QE	N	QE	
Strathclyde	N	E	E	E	QE	Schools E	N	QE	E	–	–	Schools E
Tayside	E	E	–	E	QE	–	E	–	E	–	–	–
Western Isles	E	QE	N	E	N	–	QE	E	N	N	N	–
% Effective	66	58	33	66	3	–	25	58	58	0	8	–
% Q Effective	17	25	8	25	33	–	42	25	25	0	17	–
% N or NA	17	17	50	8	33	–	33	17	17	100	75	–

Notes E = Effective QE = Quite Effective N = Not effective NA = No answer * Health Promotion Department

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APPENDIX 4B: OPINIONS FROM THE TEACHER EDUCATION INSTITUTIONS

Which of the following influences do you think have been effective in helping to create a climate of concern about bullying, and which have been effective in helping to encourage the development of anti-bullying strategies?

	Creating Concern						Developing Strategies					
Teacher Education Institution (n = 5)	*Research*	*SOED*	*LAs*	*Media*	*Charities*	*Others*	*Research*	*SOED*	*LAs*	*Media*	*Charities*	*Others*
Craigie	E	–	–	E	–	–	QE	–	–	N	–	–
Jordanhill	E	E	QE	QE	QE	E*	QE	E	E	N	N	E*
Moray House	QE	QE	QE	E	QE	–	QE	QE	QE	N	QE	–
Northern College†	QE	QE	–	E	E	E*	QE	QE	QE	QE	QE	E*
St Andrews	E	E	E	E	–	–	–	E	E	–	–	–
% Effective	60	40	20	80	20	–	0	40	40	0	0	–
% Q. Effective	40	40	40	20	40	–	80	40	40	20	40	–
% N or NA	0	20	40	0	40	–	0	20	20	80	60	–

Notes: E = Effective QE = Quite Effective N = Not effective NA = No answer * National Development Officer

† NB Northern College made five returns which have been collated here

APPENDIX 5A: ACTION AGAINST BULLYING TAKEN BY EDUCATION AUTHORITIES

	Policy				
	Authority anti-bullying policy	*Approved by committee*	*Schools informed in writing*	*Parents informed in writing*	*Pupils informed in writing*
Borders	X	X	X	X	X
Central	In draft form	X	X	X	X
Dumfries & Galloway	X	X	X	X	X
Fife	√	√	√	X	X
Grampian	√	√	√	X	X
Highland	Schools told to develop policy by Director	X	?	X	X
Lothian	√ Being updated	√	√	X	√
Orkney	X	X	X	X	X
Shetland	X under discussion	X	X	? SCRE's Families Booklet	X
Strathclyde	√	√	√	X	X
Tayside	√	√	√	√	√
Western Isles	X	X	X	X	X
Totals	$^{6}/_{12}$	$^{5}/_{12}$	$^{5?}/_{12}$	$^{2?}/_{12}$	$^{2}/_{12}$

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APPENDIX 5B: ACTION AGAINST BULLYING TAKEN BY EDUCATION AUTHORITIES

	Training			
	Training materials produced	*Authority-wide programme underway*	*Number of teachers trained by education authority*	*More training planned*
Borders	X	√	186 (mostly TACADE)	X
Central	X	X	0	?
Dumfries & Galloway	X	X	15	√
Fife	√	√	123	√
Grampian	√	√ mostly secondary and ed. psych.	132	√
Highland	X	X	0	X
Lothian	√	√	900 includes training in related topics such as child protection and circling	√
Orkney	X	√ values training	40	?
Shetland	X	√	63	√
Strathclyde	√	√	1000+	√
Tayside	√	√	3700 includes training in related topics such as child protection and circling	√
Western Isles	X	X	0	√
Totals	5/12	8/12	?	8?/12

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APPENDIX 5C: ACTION AGAINST BULLYING TAKEN BY EDUCATION AUTHORITIES

Evaluation and Further Plans

	Primary schools with written policy %	*Secondary schools with written policy %*	*Comments*
Borders	20	50	Bullying is addressed through TACADE materials
Central	?	?	Study/research programme underway. Due to report 12.94.
Dumfries & Galloway	?	?	EA believes anti-bullying should be 'part of overall discipline policy/approach'.
Fife	survey planned		Anti-bullying is part of 'Making Our Schools Safer' initiative.
Grampian	survey underway report due 12.94		Psychological service local agency for anti-bullying initiative. Pilot survey completed 8.94. Survey pack available to schools.
Highland	19*	33*	* Figures from a 1992 survey. EA now 'calling in school policies'.
Lothian	42	63	Updated policy to Committee 30.11.94.
Orkney	?	?	Training likely in the future. EA believes that awareness-raising and material support must continue 'for at least one school generation'.
Shetland	30	70	Anti-bullying under discussion in the context of a review of discipline guidelines and 'a code of conduct for schools', currently at draft stage.
Strathclyde	?	?	'Promoting Positive Relationships' pack launched 9.94
Tayside	40†	50†	† Other schools have anti-bullying policy as part of a wider statement on eg discipline. Three full-time anti-bullying Development Officers appointed June 1993. Anti-bullying telephone help lines in operation for pupils and families.
Western Isles	?	?	Awareness needs to be raised. 'Anti-bullying training will be incorporated on a priority list for teaching staff'.
Totals	Average 30%	Average 30%	

The figures for the average number of schools in local authorities with policy papers in place have not been weighted to take account of the number of schools in each authority. They are included solely to illustrate that in all cases more secondary than primary schools have policies. This confirms the national development officer's impressions gained from his visits to different parts of the country.

APPENDIX 6: SYNOPSIS OF STRATHCLYDE'S ANTI-BULLYING PACK

Part of an article, written by the pack's author, describing Strathclyde's soon-to-be published anti-bullying pack. This is taken from *Grapevine* – the newsletter of the Scottish School Board Association.

Promoting Positive Relationships –

Approaches to managing bullying will be embedded in school policies which aim to promote positive relationships among pupils through a caring ethos. Bullying, however, like other forms of social abuse will always be underestimated and children and parents need to be reassured that it is being dealt with directly. Schools have been hesitant about giving bullying a high profile for fear of worrying parents, but parents have been concerned that schools are not doing enough about the problem.

This set of materials aims to –

- offer a framework and process whereby schools can identify and respond to children's and parents' concerns about bullying
- build bridges between parents and schools and reach a common understanding of the problem
- raise the profile of bullying in schools and encourage a more open climate which listens to children
- provide resources for discussion, training and action to take place.

The strategy sets out to –

- explore what people think about bullying and challenge traditional attitudes
- define what bullying is
- identify the causes and effects of bullying
- establish what everyone can do about bullying.

Overview

An introductory video presents pupils' and parents' views on bullying. There are workshops for teachers, parents and senior pupils (P7 and S5 and S6). One curriculum programme is provided for pupils aged 9 to 15 and another for the 4 to 8 age range. A background reading booklet is provided for schools while advice leaflets are available for parents and children. Survey questionnaires for primary and secondary age pupils are included.

APPENDIX 7 : ANTI-BULLYING TRAINING IN TEACHER EDUCATION INSTITUTIONS

Training in anti-bullying strategies for pre-service students completing courses in 1994

	Moray House Institute, Heriot-Watt University		Northern College, Aberdeen and Dundee		St. Andrews College, Bearsden		University of Paisley, Craigie Campus		University of Strathclyde, Jordanhill Campus	
	H	*%*	*H*	*%*	*H*	*%*	*H*	*%*	*H*	*%*
B Ed (Primary)	1	75	2	25	—	—	8 *	100	3	100
Primary post-graduate	4	100	4 (Dundee)	100	—	—	2 *	100	3	100
			1 (Aberdeen)	100						
Secondary post-graduate	6	100	1 #	100	2	100	—	—	1.5 $	—
Others	—	—	2 ø	100	—	—	—	—	—	—

Notes: H Hours devoted to anti-bullying strategies

% percentage of students trained in anti-bullying strategies

\# Anti-bullying strategies covered in elective on PS & HE—15% of students. Also covered within 1-hour lectures on guidance and PS & HE—all students

ø Community Education

* Within a wider context of discipline

$ Bullying is part of lectures and tutorials on the themes of the effective teacher, the discipline system, and personal & social development. An elective on guidance in the secondary school also includes bullying

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APPENDIX 8: OUTLINE OF A LOCAL AUTHORITY STATEMENT ON BULLYING

A guidance paper produced at the request of a local authority

Probably the most useful thing that local authorities can do as a first step towards helping to reduce the level of bullying in schools is to produce a ***short*** paper which supports the efforts of individual schools and which ***enables*** them to tackle this issue without the fear of being singled out by parents or the media. Some head teachers worry that if they start to develop an anti-bullying policy, local gossip may hold that this is because their schools have a particularly bad problem. In fact the opposite may be true. It may be those schools which say they have no need for a policy, because they have little or no bullying, which have the real problem.

Possible contents

A local authority paper might contain the following sections:

- A brief introduction by the Director of Education or the Convenor of the Education Committee
- The aims of the authority policy on bullying
- A discussion of how this policy relates to other issues such as discipline, guidance, child abuse, home/school partnerships, equal opportunities, multi-cultural education etc
- An acknowledgement of the good work already being carried out in many schools
- Advice to schools on the formulation of anti-bullying policies
- A statement of the resources which have already been sent to schools by the local authority and the SOED
- A description of the support available to schools from the local authority and from national bodies.

The need for brevity

At some later date it will become necessary to review and revise the paper, just as schools will have to review and revise their own policies. A short paper will be much easier to revise than a long one.

Research into bullying is still at an early stage and new strategies and resources are constantly being produced. For this reason it is probably better simply to give advice about where information about resources can be found rather than to attempt a listing.

Andrew Mellor
20 December 1993

APPENDIX 9: PRESS RELEASE ON THE SECOND ANTI-BULLYING PACK

TEL: 031-557 2944 FAX: 031-556 9454 E-mail address: SCRE @ uk.ac.edinburgh

PRESS RELEASE

SCRE PR 93/009 27 September 1993

THE
SCOTTISH COUNCIL
FOR RESEARCH
IN EDUCATION
15 ST JOHN STREET
EDINBURGH EH8 8JR

Not for use before: 27 September 1993 at 3.30pm

BULLYING AND HOW TO FIGHT IT

Two new publications published by the Scottish Council for Research in Education today will help schools to involve their whole community in taking effective action against bullying. The new pack *Supporting Schools Against Bullying* provides guidance to schools on how to involve families and non-teaching staff in particular. The pack also contains a copy of SCRE's second new publication which is a booklet for families *Bullying and How to Fight it*. The Scottish Office Education Department has purchased copies of the pack to be sent to all schools in Scotland.

The new publication take further the key messages in the first 'Action Against Bullying' pack:

- Do not think in stereotypes - bullies and victims do not come in standard shapes or sizes
- Victims and witness need to be encouraged to speak up - secrecy and silence nurture bullying
- The single most effective thing a school can do is to have an active policy which makes it clear that bullying will not be tolerated.

The new pack will help schools to ensure that everyone in the its immediate community is involved in consistent and supportive action. There are messages for everybody:

- Every school is urged to ensure that everyone who comes into it or who is involved with its pupils understands what the school policy is and what counts as bullying
- Headteachers are seen as the key figures whose active support and leadership is essential if bullying is to be tackled effectively
- Schools are urged to take bullying incidents seriously and to be wary of labelling pupils or parents
- Schools are reminded that mapping possible bullying trouble spots will help to avoid incidents and that there are various ways of doing this, ways which include asking parents, pupils and non-teaching staff to participate in collecting information — but also letting them know about how the information they supply is being used
- Teachers are reminded that they are taken as role-models for behaviour by pupils and also by non-teacher adults in schools.

Continues overleaf/

Director Professor Wynne Harlen OBE

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Bullying and How to Fight it: a guide for families is intended to be used as part of collective school action but also provides information for families who may have difficulties in persuading the school to take their concern seriously. The booklet urges anyone who is worried that someone is being bullied to get in touch with the school - and to be persistent.

- It emphasises that 'talking is the only way to stop bullying' so that everyone understands how others feel
- It emphasises that anyone can become the victim of bullying — bullies try to justify what they do by saying the victim is different, but people have a right to be different and if a 'real' difference does not exist bullies will invent one
- It emphasises that children often feel it must be their own fault that they are bullied and find it hard to tell their parents - therefore families need to trust their instincts and talk and listen to their children.

The booklet sets out to explain why schools may use a variety of methods in dealing with bullying. It also provides guidance for bodies such as ptas and school boards on working together with the school.

The last page of the booklet enables schools and parents to note down their own key contact names and phone numbers.

Notes for editors:

1. Details of the publications:

Supporting Schools Against Bullying: the second SCRE Anti-Bullying Pack £10.00

Also contains the family booklet.

Bullying and How to Fight It: a guide for families (Andrew Mellor) £3.25

Both are available from SCRE, 15 St John Street, Edinburgh, EH8 8JR. Discounts are available for bulk purchases.

2. The first pack was published in January 1992 and was distributed to all schools in the United Kingdom by their respective national education departments.

Rosemary Wake, Head of Information Services Telephone: 031 557 2944

The Scottish Council
for Research in Education

Which Way Now?
A Progress Report on Action Against Bullying in Scottish Schools

Five years have elapsed since bullying started to be addressed seriously in Scottish schools. In that time, central government has funded materials and also the appointment (unique in the United Kingdom) of a national anti-bullying development officer to assist local authorities and schools to develop effective strategies. Within a national framework, local authority initiatives and schools have adopted diverse approaches. What has been done? What still needs to be done?

In this report, Andrew Mellor, seconded between April 1993 and March 1995 to be Anti-Bullying Development Officer for Scotland, documents the progress made across the country, bringing together local and national initiatives. The focus is on policy, training and support from within the educational system. Central government, local government, schools and teacher education institutions have all worked to raise awareness of the problems of bullying and to put in place ways of dealing with it. This report will enable those striving to create an anti-bullying culture in schools to draw on the experience of others. It also sets out to inform the debate as to how to embed anti-bullying strategies securely into the fabric of the educational system.

ISBN 1 86003 009 2

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